REPORT

OF THE

EXPERT COMMITTEE ON TRAINING

OF

PROJECT PERSONNEL

AUGUST 1957

सत्यमेव जयते

MINISTRY OF COMMUNITY DEVELOPMENT
GOVERNMENT OF INDIA

PRINTED IN INDIA BY THE MANAGER,
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EXPERT COMMITTEE ON TRAINING

INTRODUCTION

We were appointed in pursuance of a recommendation of the Programme Evaluation Organisation in its report on the second year's working of the community projects, which was endorsed by the Fourth Development Commissioners' Conference held in Simla in May, 1955. The Ministry of Community Development's letter constituting the committee and giving the committee's terms of reference is reproduced in Appendix 'A'. Due to the inability of Professor A. R. Wadia to work as Chairman, Dr. M. S. Randhawa was appointed Chairman of the committee on the 12th December, 1955.

2. A questionnaire was drawn up and circulated to the training institutions as well as State Governments. Because of the pre-occupation of the members of the committee with their own other work, it was not possible for the committee to visit the training institutions as a body. The members individually visited as many training institutions as they could, but mainly because of the pressure of other work they were not able to see for the specific purpose of the work of the committee all the training institutions. Nor were answers to the questionnaires received from every one of the training institutions and State Governments. A considerable time has elapsed since the appointment of the committee. We think that, with the information available, certain broad recommendations can be made. We have, therefore, not waited till we are able to visit all the training centres throughout the country and till all the replies to the questionnaire are received before submitting our report.

3. In the next chapter we give a brief outline of the organisational pattern which was recommended for the execution of the Community Development Programme. The effectiveness of the personnel depends not only on the training but also on the organisational setting in which they have to perform their work. We have thought it necessary to mention the organisational arrangements recommended since we gathered the impression that the failure to follow them has, on occasion, resulted in reducing the effectiveness of field work. This is followed by a separate chapter for each class of personnel except extension officers for industries and co-operation, and at the end we have given certain general observations of interest to all the training institutions irrespective of the categories of personnel trained in them.

4. The reason for our not dealing with the training of extension officers for industries is that their training has been started comparatively recently and we did not have the opportunity of seeing more than one centre and did not feel competent to make recommendations on the basis of such inadequate acquaintance with the work that is being done. For the same reason we have not examined the training of extension officers in co-operation. There is no special training yet organised for overseers working in the blocks.

CHAPTER I

5. The prinicipIes underlying the programme of Community Development and the national extension service are too well known to require exposition by us. But it would perhaps be helpful if we were to refer briefly to the organizational pattern which was intended to be set up and the reasons for deciding upon this organization.

6. Even before the inauguration of the Community Development Programme in 1952, there had been attempts at rural development in various parts of the country. Some of these aimed at somewhat similar co-ordinated development as is aimed at under this programme at present, though with considerably lesser staff and what is more important, very much less financial support. In other parts which probably constituted the major portion of the country, the approach to the villager was what might be called an individual approach by each development department through its own hierarchy. Since no department could really afford to extend its hierarchy to reach down to the village, generally the base of the hierarchy was located at the district and at the most at sub-divisional headquarters. The distance between the villager and the operating personnel at the base of the departmental hierarchy, the multiplicity of persons who had to be approached by the villager for securing technical and other assistance to satisfy his needs and the tendency for each department to act largely independently of other departments responsible for allied fields of work resulted, to a considerable extent, in such activities in the field of rural development being rather isolated programmes of work done by the governmental agency. The departure made by the Community Development Programme is that it insisted on a co-ordinated approach to all aspects of rural development throughout the country and further that it provided for the convenience of the clientele by providing an agent of the department fairly close to the village in the Gram Sevak. From the point of view of the convenience of the clientele, this functionary at the village level had necessarily to be a multi-purpose worker, which meant that for his work to be effective he had to be supported and guided by a team of subject matter specialists at a higher level. It was considered that if intensive work was to be done, no subject matter specialist could reasonably be expected to afford the necessary guidance and supervision of the work of the village level worker in that particular speciality for an area of more than a hundred villages, or a population of more than about 66,000. In view of these considerations, the administrative unit for purposes of community development was fixed as a block of 100 villages. This block is to have 10 Gram Sevaks at the rate of one for 10 villages, to be guided, supervised and backed by a number of subject matter specialists at the block level. In this effort at co-ordinated development of all aspects of village life, the people themselves are to furnish the motivating force, and the function of the government personnel is to give the necessary technical and other assistance. Therefore, the specialists at the block level have necessarily to be persons professionally qualified to give this technical assistance. The staffing pattern provided that at the block level there would be

subject matter specialists in agriculture, animal husbandry, co-operation, village and small scale industries and rural engineering. The aim of the programme is to make rural development a people's movement and the programme of work a people's programme. This involves a considerable change in the mental outlook of the village people, which it was realised could not be effected unless a special effort is made and a special set of persons specially trained for the purpose are made responsible for it. Therefore, the staffing pattern provided for a man and a woman social education organiser at each block level. For this team of officers at the block level to work effectively as a team, special attention has to be given to co-ordination. Therefore, a block development officer as the leader of this team was provided for. Because the territorial jurisdiction of the officer of the revenue department, who would have been the alternative for purposes of co-ordination to the block development officer, was too big for him to be able effectively to implement the programme of co-ordinated development in addition to his other work, it was not considered desirable to entrust this work of leading the team of block extension officers to him. This reason was further reinforced by the necessity to emphasize the primary role of the people themselves in securing improvement in their conditions, which it was felt would be rather difficult from the psychological point of view if the official so far associated with the regulatory functions of government were to be entrusted in addition with the service functions now being emphasized.

7. The intention, however, was not to disassociate this organization from the work of the development departments of the States. What was intended was really an administrative reorganization, so as to secure more effective work. This involved that progressively the pattern of administration of every branch of development work relating to the rural areas undertaken by the State Government would have to be through this new organizational pattern.

8. We have emphasized this because we have reason to believe that in several States this necessity to reorganise the administrative field organisation of the development departments to conform to the N.E.S. pattern has not been fully appreciated and in some cases it might even be said that side by side with the N.E.S. organization, the department's own field organization continues. Further in some of the States, the necessity for every one of the block specialists contemplated in the organizational set up, if the Gram Sevak is to function adequately, has not been accepted in practice. In some States they have provided only either an agricultural officer or an animal husbandry officer and not both. In certain other States, they have deliberately left the blocks short of one extension officer, which particular speciality should be neglected in this manner being decided in consultation with the block advisory committees. The reason given for this is the inadequacy of the funds available in the N.E.S. budget to meet the salaries of all the specialists. We cannot help remarking that, if the field organization of the departments had been reorganized to conform to the N.E.S. pattern, this difficulty would not have been felt, since the N.E.S. budget was intended to be supplemented by the provision available in the departmental budget.

9. Whatever may be the reason for not conforming to this pattern, we would like to emphasize that when the work at the village level is entrusted to a multi-purpose functionary like the Gram Sevak, who, because of the multi-purpose nature of his work cannot have anything more than elementary knowledge of many of the subjects with which he would have to deal, no system of training can effectively ensure that adequate attention to all aspects of field work will be given if the multi-purpose functionary at the village level is not backed adequately by competent professional advice and guidance from the block.

10. Most of the categories of personnel to be employed in the blocks had their counter-parts in the various development departments of the State. But in respect of many of these, the numbers available were not adequate and, therefore, the States had to undertake special recruitment programmes. In regard to certain categories of personnel, particularly overseers and veterinary officers, the total supply available in the country is inadequate and many of the States have, therefore, been forced to leave these posts vacant. In regard to these, augmentation of supply of personnel requires special attention. But certain categories of personnel were introduced for the first time into the field as a result of this programme. The first of these and from many points of view the most important are the Gram Sevaks and the Gram Sevikas. At the block level the social education organisers were again a new class of personnel as also the block development officer. In regard to these, therefore, special training programmes had to be started so that persons could be recruited, trained for the work they were to do and placed in position. In regard to other personnel, however, all that was required was orientation to the new method of work and to the new approach to the villager, which the programme contemplated, and shorter programmes of training for giving this orientation had to be arranged for.

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CHAPTER II

THE GRAM SEVAK

11. The recruitment and training of any class of public servants has to be determined with reference to the work which it is expected to perform in the field. So far as Gram Sevaks are concerned, it is recognized on all hands, and has been emphasized more than once, that he occupies a pivotal role in the work of rural development. Mainly from the point of view of the convenience of the people to be served, though other considerations like finance, the availability of an adequate number of suitable recruits, the facilities for their training etc., are also relevant, this agent at the village level of the development departments is conceived of as a multi-purpose worker.

12. In very broad terms his function may be defined as that of making the rural people aware of their problems, inspiring in them the desire for better living, educating them to realize that improvement in their conditions can be secured only by their own effort and assisting them in formulating their needs, assessing their resources and securing the assistance of the various supply and other services provided by Governmental agencies for executing the programmes drawn up by them.

13. Some aspects of the work which occupy the main attention of the Gram Sevak now were being attempted previously also in several States, though not to the same extent and with the same degree of intensity as is intended to be done at present. In the agricultural field, for instance, the previous attempt was to provide for groups of villages, numbering sometimes as many as 30 to 40, a trained field man, who could demonstrate to the people improved methods of cultivation. Similarly in the veterinary field attempts were made, though they were not uniform in every State, to provide a trained stockman. But, by and large, the developmental work did not organisationally extend to any appreciable extent to the village level and even where there were agents of the development departments available not too far away from the village, a cultivator requiring assistance had to go to a multiplicity of Government agents, of whose existence he was sometimes unaware, and in any case, in contacting whom he had considerable difficulties. Certainly the educative aspect of the community development programme, namely, to make the people desire improvement in their conditions and realize that improvement can be effected only by their own efforts, was conspicuously absent in the earlier approach to rural development.

14. Even though the multi-purpose character of the Gram Sevak has been emphasized and his training programme has been devised to make him a reasonably useful general practitioner in all the aspects of the work of development, there seems to be considerable divergence in actual practice in the work that he is expected to do in the field. For instance, in some States he is expected to be able to treat minor ailments of human beings as well as cattle, establish and assist in the actual running of co-operative societies, and take an active part in organising adult education classes and very often even

in instructing adult education teachers. In certain other States in these fields his role is very much more limited. These States strongly deprecate his dispensing medicines and giving inoculations to men and women; they do not like him to treat cattle diseases or give inoculations to cattle, but expect him only to do a certain amount of educational work in these and the field of co-operation, in other words, to confine himself primarily to agricultural work. The nature of the training actually imparted has necessarily been affected by the expectation of the work which the Gram Sevak would have to do, though it cannot be said that there has been always, on the part of the instructional staff, a clear realization of either the full scope of his work or the impact of it on his training programme.

15. It seems to us, therefore, that it might be helpful if we were to attempt to define the kind of person who should emerge from the training institutions. That the Gram Sevak is to be a multi-purpose worker is not questioned. But what is suggested is, that even though his interest extends to the whole of the life of the village, there are certain aspects of the work in which he has to acquire more knowledge and more skill than in other aspects. It seems to us that a very broad and useful definition of his role can be given by saying that his main interest should continue to be agriculture, that considering his qualifications the aim should be to make him into a model farmer with a medium-sized holding. In other words, he should be acquainted with the knowledge, practices and skills which a good farmer would require to get the maximum benefit out of his medium-sized farm. By a good farmer, we mean not merely a person who manages his farm efficiently, but also one who takes an intelligent and active interest in the welfare of his village community and his duties and responsibilities as a citizen in a democracy. In what follows we have attempted to examine the various questions relating to his recruitment, training, guidance etc., on the assumption that this broad definition of the role of the Gram Sevak is acceptable.

Selection of Gram Sevak Trainees

(*a*) *Standards.*—

16. It was suggested in C.P.A. letter No. CPA/73/52 dated 21-6-1952, that the qualifications for candidates should be:

(i) A diploma in agriculture, or a high school leaving, or matriculation certificate, the candidate having taken agriculture as one of his optional subjects for the examination. In the case of ex-servicemen, however, a lower educational qualification, namely a "middle pass" was permitted.

(ii) He should be between the ages of 18 and 30, the upper age limit being relaxable up to 35 years in the case of ex-servicemen.

(iii) He should have an intimate knowledge of village conditions.

17. Most of the States have accepted these standards, though difficulty is experienced in some areas, especially States which have a large population of scheduled tribes, to get candidates belonging to the scheduled tribes with these educational qualifications

in adequate numbers. In their cases, therefore, the States have been compelled to reduce the educational qualification. In one State a deliberate attempt is made to encourage graduates in agriculture to apply for posts of village level worker. It is doubtful if it can be said that candidates with degrees in agriculture have been really successful as Gram Sevaks, partly because many of them are from the urban areas and partly because in this State recruitment to posts of block level extension officers is open to graduate Gram Sevaks with two or three years experience and there is a natural tendency for Gram Sevaks who are graduates in agriculture to treat their period as Gram Sevak mainly as a prelude to their promotion, or, in other words, an extended training period for their main job of group level extension officers. It also appears that the proportion of matriculates among the candidates applying for appointment as Gram Sevaks, who have studied agriculture as an optional subject is rather small and when, as in the case of this State, the training programme does not include a course in basic agriculture, the Gram Sevaks have not been of as much assistance in the agricultural field to the villagers as they are expected to be. We consider that matriculation is a suitable minimum educational qualification for Gram Sevaks. We would, however, not deprecate the recruitment of persons with even slightly higher qualifications. From the experience of the staff of the training institutions, as well as of the staff working in blocks, we gathered that while graduates were finding it rather difficult to settle down to the normal work of the Gram Sevak in the rural areas, persons who had studied up to the Intermediate were on the whole more suitable than matriculates. They not only absorbed the training more satisfactorily but were also found to be adopting themselves to rural conditions satisfactorily.

18. The age limit has generally been between 18 and 30 years, with relaxation in the case of ex-servicemen up to 35 years. In Bihar the lower limit has been reduced to 16 and in Jammu and Kashmir the upper limit has been raised to 45. In Madras, the limit is 21 to 30 years, though it is understood that they are intending to reduce the age limit to 19 to 25 years. A lower age limit much above 17 years raises certain difficulties. Either promising candidates who complete their school education by the age of 16 or thereabouts who, if tackled at that time, might be willing to be appointed as Gram Sevaks, are not available when they are expected to wait for a couple of years after finishing school, or it is only the candidates who have either been not particularly successful in their school career or have been without work after leaving school for a couple of years or more who offer themselves. Neither class of candidates can be said to be the best that could be obtained for these posts. It seems on the whole, that the minimum age for recruitment should be related to the school leaving age. As regards the maximum age, the exception made in the case of the ex-servicemen is justified and may be continued. But for other direct recruits there is no advantage in keeping it higher than the minimum age by more than three years. Persons older than this offering themselves for appointment are on the whole likely to be persons, who have not been particularly successful in either securing other employment or have tried such employment and failed. An advantage in keeping the maximum age fairly low is not only that persons recruited could

look forward to a fairly long period of service to enable them to realize the maximum retirement benefits that would be available, but would also be young enough to benefit from successive courses of training not only for being more efficient in the work of Gram Sevak but also for acquiring additional qualifications while in service for securing promotion to higher levels of responsibility.

19. The third essential qualification prescribed in C.P.A. letter No. CPA/73/52 dated 21-6-1952 referred to above, namely, an intimate knowledge of village conditions has been translated in the instructions issued prescribing the recruitment procedure as "rural background". Every one who has replied to our questionnaire has stated that candidates applying for the post should have a rural background and further that their recruitment procedure lays emphasis on the need for ensuring that only candidates with adequate rural background shall be recruited. However, there seem to be no definite criteria for ascertaining this rural background. Sometimes it is ascertained by asking questions designed to test the candidate's knowledge of rural conditions, sometimes it is assumed that a candidate born in a village has the necessary rural background and in some cases it is stated that only persons who have actually been brought up in a village or have worked there are considered to satisfy the qualification. In one State we were informed that there was no point in laying too much emphasis on methods of ascertaining the background of the candidates because the whole of the State could be considered to be a rural area, since the few towns it had, had a population of only 15 to 20 thousand and every one living in these towns had a reasonable acquaintance with rural conditions. Moreover, it was also emphasised that not every one born and living in a village necessarily works with his hands even if he comes from an agricultural family and further that since high schools in many States are situated in urban areas, it cannot be ensured if we require matriculates that the candidates have not been affected by the urban atmosphere. On the whole we are inclined to the view that while it would be an advantage to secure candidates from rural areas with a rural outlook, it is not possible to do so if we insist on matriculation as the minimum standard and that the recruitment procedure will have to content itself, by and large, with ascertaining procedure whether the candidates have reasonable acquaintance with rural conditions and rural ways of life and are likely to accept willingly life in rural areas for a major portion, if not the whole of their working lives. We consider that with adequate and proper training it would be possible to overcome any deficiencies in regard to rural background.

20. Adequate steps are taken to ensure that the candidates selected have the necessary physical stamina to withstand hardships of life in the rural areas working in the open. The methods followed vary from an assessment of the health of the candidate by the selection board from his appearance to detailed medical examination, in one case including an X-ray examination of the chest of the candidate. Further during the first few days in the training institutions efforts are made to eliminate such candidates as are either physically incapable of doing sustained manual work or appear to be disinclined to do such work. From what we saw of the candidates under training in the several institutions which we visited, it did

appear to us that whatever be the method followed for ensuring that the selected candidates were physically fit for the work they would have to do, the general standard of health of the trainees was of a high order.

Method of Recruitment

21. The Community Projects Administration recommended in its letter Nos. CPA/73(53) dated the 21st January, 1953 and CPA 75(1)/53 dated the 29th June, 1953, that the selection of Gram Sevaks should be done through the method of interview as well as by subjecting them to various tests to ascertain their aptitude and that the selection should be done by a Committee consisting of the Development Commissioner, the Director of Agriculture, the Director or Deputy Director of Extension, the Principal of the Extension Training Centre, the Collector of the District in which the selection must be made, some non-official members like the Chairman of the District Board, a representative of the Bharat Sevak Samaj, etc. The tests prescribed are rather elaborate as will be clear from the instructions which are reproduced in Appendix 'B'.

22. We think that the tests prescribed for selection are somewhat over-elaborate and we found that they have not been followed strictly. Every State Government, however, has laid down a definite procedure for the selection of Gram Sevaks. In the majority of cases the selection is made only through an interview by a committee. In a few cases this interview takes place after a written test and sometimes also after a physical and endurance test conducted at a training centre. In a few cases the State Public Service Commission is also associated with the selection procedure. This procedure, however, is resorted to only for the recruitment of persons not already in Government service. Occasionally persons already serving under Government are also selected by the heads of the departments concerned and sent for training, but in their cases the selection is left to the head of the department.

23. Though, as we have mentioned earlier, the candidates selected appeared to be on the whole of good physique with the necessary intellectual capacity to benefit by the training, perhaps there is scope for a little more systematization of the procedure for selection. For this purpose the system proposed to be followed by the Government of Madras seems to be suitable. Under this system applications will be invited in the first instance by the Public Service Commission. By scrutiny of the applications, such of those candidates as had not secured a minimum of 40% in the regional language and 35% in the other subjects in the S. S. L. C. examination are to be eleminated. The rest are to be subjected to a written examination and such of those as qualify in this examination will be interviewed by the selection board at the various basic or extension training centres. Before the interview the candidates will be kept under observation in the basic agricultural school or extension training centre for about two days, during which period they are to be subjected to tests for manual work, cross country runs, memory, knowledge of cycling and so on. With the results of these tests before it the selection board is to interview the candidates and select about 25% more than the number ultimately to be retained. The extra 25% is

weeded out on the basis of their performance in the training centre at the end of the first month. Except for the association of the Public Service Commission, the procedure is the same as that followed at present. From what we saw, the calibre of the candidates selected by this process appeared to be very encouraging and it does seem to be generally a suitable procedure. We would command the adoption of the procedure uniformly except for the association of the P.S.C. which may not be necessary or feasible in all cases.

24. There are, however, a few States where the number of applications is not large enough to allow the selection committees any considerable measure of choice and in whose case, therefore, an elaborate procedure of this nature may, at least for the present, be not suitable. This applies particularly to States with large scheduled areas when attempts are made to recruit candidates belonging to the scheduled tribes. These States have had to reduce the academic qualifications. The training staff who have handled such candidates, while mentioning that the method of giving theoretical instruction to these candidates along with others with higher academic qualifications does present difficulties, the candidates did appear to have more aptitude for practical work and to be capable of carrying out in the scheduled areas the work that would be assigned to them. In areas where there is a paucity of suitable candidates voluntarily applying in response to advertisement it seems to be desirable to devise some method by which likely candidates could be contacted in the schools and encouraged to apply for appointment as Gram Sevaks. There appears to be no objection to lowering educational qualifications in their case. Later in this chapter we are suggesting the examination of the possibility of making arrangements for training such candidates separately so that the instructional staff can modify their methods to suit them.

25. The Fifth Development Commissioners' Conference suggested that weeding out should be done at the beginning of a Gram Sevak's career and preferably during the first two months of the training course in order to avoid unnecessary expenditure and also save time. In pursuance of this recommendation, excepting in areas where the paucity of applicants prevents recourse being had to the procedure, now the general practice is to admit to the training centre about 20 to 25% more candidates than the capacity of the centre and at the end of the first or the second month, on the basis of their progress in the training centre, the excess number is weeded out. The procedure for weeding out is not uniform nor well systematized. Sometimes it is done on the basis of written tests, sometimes by oral examination in the class room. In one or two centres, however, detailed notes are kept by every instructor about every candidate under training and at the end of the month or two months, as the case may be, on the basis of these assessments the elimination of the poorer candidates is carried out. We got the impression in one or two centres, where the initial selection is done rather rigorously, that the compulsory elimination of a fixed percentage probably results in turning out candidates who are suitable for working as Village Level Workers. It seems to us that it would be preferable to retain all those who appear to be suitable and make a corresponding reduction in the numbers selected in the subsequent batch.

26. Apart from this initial elimination of persons, who on closer acquaintance appear to be unsuitable for working as Gram Sevaks, every State has authorized either the principal of the training centre or the Development Commissioner on the recommendation of the Principal to weed out any person, who at any time during his training in the institution appears to be unsuitable. The Principals of some of the training institutions appeared to be unaware of this authority given to them by the State Governments. In any case, except in odd cases, where the authority was exercised mainly on disciplinary grounds, there have been no instances of any weeding out taking place after the first two months.

27. We consider that for the initial weeding out a more systematized procedure should be devised under which the programme of training in the first two months should be so devised as to effectively test the intelligence and the aptitude of the candidates for work in rural areas. During this period as well as subsequently during the candidate's stay in the training centre, it is essential for the teaching staff to maintain progress charts for each candidate which could be used not only for the purpose of giving special attention to individual candidates lagging behind in particular aspects of the training, but also for considering whether on the basis of their progress in the training centre they can be said to have acquitted themselves sufficiently well to be appointed as Gram Sevaks. At present the general practice is to decide at the end of the training course by examinations conducted by the centre's staff, with whom are associated representatives of the development departments (this procedure of associating representatives of development departments does not appear to be uniform), whether a candidate can be said to have completed successfully his training. The school record does not appear to play any significant part in the final decision for the simple reason that it is not every training centre that maintains systematic records of the performance of individual trainees. From the fact that failures in the final examination are extremely rare and those who failed managed invariably to pass in a subsequent examination held a few months later, it does appear that the final examination is not as strict as it could be. This view is reinforced by a suggestion made to us by one of the Development Commissioners that provision should be made for the actual appointment of about 25% more Gram Sevaks than are actually needed, the excess being eliminated on the basis of their performance in the field as Gram Sevaks during the first year of their service. We are inclined to the view that this suggestion is open to serious objections both on financial grounds as well as psychological and administrative grounds. If the candidates are kept under close observation during their 18 months' training in the B.A.S. and E.T.C., it should be only in very exceptional cases that unsuitable persons would secure appointment as Gram Sevaks. Whatever may be the system devised it would be difficult to completely eliminate the possibility of an odd candidate securing appointment and later turning out to be unsuitable for the work. Such persons will have to be dealt with in the normal way by removal from service rather than by increasing the cadre strength to provide specifically for the elimination of a fixed percentage of Gram Sevaks after they have been working in the field.

28. It has been suggested, and we agree, that if suitable propaganda is conducted in schools as well as in villages to enlist the interest of prospective candidates in the work of Gram Sevaks, there is a possibility of a larger number of really well qualified candidates applying for these posts. This applies particularly to those areas where an adequate number of matriculates are not coming forward as also to those areas where despite the reduction in the academic qualification it is not always possible to recruit for each course the full complement of trainees. The attractiveness of the post of Gram Sevaks would be further enhanced if suitable residential accommodation is provided for them in the villages where they are to work and the recommendations made by the Development Commissioners' Conference held in October 1954 are given effect to. These recommendations were mainly three, namely,

(1) that the post of Gram Sevak should be made permanent;

(2) that the Gram Sevak should be assured of prospects of promotion to posts of block level extension officers and other higher posts; and

(3) that there should be a provision of a selection grade for a definite percentage of Gram Sevaks.

These recommendations have been commended to State Governments, but it does not appear that all of them have given effect to them. The most important single recommendation of these is permanency of tenure. Since it is inconceivable that in any foreseeable future the number of Gram Sevaks required would be less than the number being recruited, we are not in a position to understand why all State Governments have not been able to make all these posts permanent. Many of them have not even acted on the suggestion of the Community Projects Administration that at least 80% of the posts should be made permanent, nor do all the States seem to have provided for a selection grade. In some States the basic scale cannot be said to be unattractive, but in others especially the Southern States where the basic scale is rather low, it seems desirable that at least one-third and preferably one-half of the posts of the V.L.Ws. should be in the selection grade. In this connection we would like to draw attention to the practice followed in Mysore of having different scales of pay for Gram Sevaks depending upon their initial academic qualifications, the highest scales being paid to graduates in agriculture and the lowest to marticulates. We feel that this diversity of scales for persons doing the same kind of work goes against one of the basic principles of pay fixation *viz.*, equal pay for equal work and is likely to have some undesirable reactions on the lower paid Gram Sevaks. This is further accentuated when promotion to posts of block level extension officers is available only to agricultural graduates.

29. The provision of regular avenues of promotion to Gram Sevaks is a matter which requires, in our opinion, some serious thinking at this stage. A fair number of Gram Sevaks have put in about five years of service and have reached a stage when they are likely to begin to think about their future prospects in service. It seems to us essential that if Gram Sevaks are not to become frustrated in the middle and subsequent stages of their official life, some

definite effort should be made to secure for them promotion to posts of higher responsibility as a reward for the efficient performance of their work as Gram Sevaks. Obviously such promotion will have to be at first to posts of block level extension officers. In one or two States we understand that some Gram Sevaks have been promoted as social education organisers and have justified their selection. It seems worth while for other States to consider whether a fixed percentage of recruits to the posts of social education organisers cannot be obtained from among the Gram Sevaks with not less than 5 to 7 years service, the selection being made, if necessary, by a simple examination in addition to a reference to their performance in their jobs. Even in their case, however, some extra instruction would have to be given to them so that they can fully benefit from the training given in the social education organisers' course, such instruction being related mainly to the need for making up deficiencies in their initial academic qualification.

30. In regard to other posts of block level extension officers, unless only Gram Sevaks who have had more than the minimum academic qualification of matriculation are selected, and such a procedure would be objectionable, it would be necessary to organise special training courses to make them technically competent for the duties and responsibilities of block level extension officers. This could be done either by sending the selected Gram Sevaks to a special course in the various technical institutions dealing with the particular speciality or by organising special training courses for such Gram Sevaks to fit them for the posts of block level extension officers. We are on the whole inclined to the view that the latter course would be preferable. We think the course should be so devised as to be directly related to the work which the block level officer would have to perform in the particular speciality rather than be a purely theoretical academic course, which the existing technical training institutions and professional colleges are likely to favour. We would suggest that this matter might be referred to a small committee of specialist offices so that they could work out a reasonable scheme for imparting such training.

31. During their training period practically all the trainees are paid stipends which amount to Rs. 30 when they are in the basic agricultural school and Rs. 50 per month when they are in the extension training centre. In one or two cases, the stipend paid in the extension training centre has been somewhat higher, namely, Rs. 75 per month. While most of the instructional staff whom we met during our tours considered the stipend of Rs. 50 per month to be adequate, they almost invariably complained that a stipend of Rs. 30 per month in the basic agricultural school is inadequate. One or two States recognising this had initially paid a stipend of Rs. 50 per month, but since the Government of India were unwilling to share the cost at this higher rate, they were compelled to reduce the rate of stipend. We feel that there is considerable force in the complaint of the staff of the training institutions and that many of the trainees find it difficult without their allowance being supplemented by their parents and relations to live in the modest standards of comfort which is all that the training institution provides for them. It seems to us that there does not appear to be adequate justification for differentiation in the stipend between the basic agricultural

trainees and the extension trainees, when there is no difference in the standards of living, nor in the nature of the work which these candidates do during these two stages. It is possible that if the stipend were uniformly fixed at Rs. 50 per month throughout the training period, the attractiveness of the course would be enhanced.

32. It was suggested to us by the staff of practically every training institution which we visited that if the trainees can either be provided with the cycle at Government expense or be enabled to purchase cycles at their own cost, but are given a cycle allowance, the arrangement for their field training in the villages around the training centre can be more satisfactorily made. In one or two training centres, the centre itself had purchased a number of cycles which the trainees used during their stay in it. In certain others the Principals had arranged with local cycle dealers for the trainees to purchase cycles on the easy instalment system, the trainees paying the instalments from their cycle allowance. It seems to us that the latter procedure would be more suitable. Since a cycle would be useful to the Gram Sevak in the field after he is posted to his circle, this arrangement ensures that when he takes up his appointment in the field he goes better equipped for it.

Syllabus

33. The standard syllabi for the basic agricultural schools and the extension training centres which have been communicated by the Ministry of Food and Agriculture are reproduced in Appendix 'C'.

34. The present practice except in the case of Bhopal, is to bifurcate the training into two parts, one consisting of the basic agricultural course lasting 12 months and the other of the extension training course lasting six months. Practically every one whom we consulted agreed that this bifurcation of the course leads to a certain amount of duplication and that there is also a danger of certain parts of the syllabi being overlooked by both the basic agricultural school as well as the extension training centre. This danger exists particularly when the candidates trained in the basic agricultural school have to go to an extension training centre situated in a different place and, therefore, there is not adequate contact between the staff of the two institutions. In one instance we were even told that the extension training centre was maintaining a farm at its own cost because the staff there felt that the training given in agriculture in the basic agricultural school was not adequate. If, as has been suggested at the beginning of the chapter, the aim in the training of the Village Level Worker is to make him a good medium sized farmer, who takes his full part in the life of the village community, it seems to us that an integrated course of 18 months is preferable to the bifurcated courses at present being followed. It would also have the intial advantage of spreading out the instruction in the subjects dealt with in the extension course over a longer period and thereby making it easier for the trainees to absorb the training effectively. The Conference of Principals of Training Centres which met in Simla in 1956, accepted this view and appointed a committee to draw up an integrated syllabus for such an eighteen months' course. It seems to us that the drawing up of a detailed

syllabus is a matter more appropriately dealt with by such a committee rather than by us. In what follows, however, we are only indicating what such a syllabus should provide for generally and how the instruction in the training centres could be made more effective for equipping the Gram Sevak to discharge effectively the work to be entrusted to him if our definition of his role in the organisation is accepted.

35. In our opinion, the general outline of the syllabii which have been reproduced in Appendix 'C' seems to be suitable for producing Gram Sevaks of the type we have in view. The point to which, however, we wish to draw special attention is that in the interpretation of the contents of each of the items included in the syllabii there is considerable divergence. For instance, in one State we found that the instruction in animal husbandry, dairying and veterinary work was much to elaborate based as it was on a course designed for veterinary stockmen, who could be expected to have more knowledge and skill in dealing with cattle since he had no other work. Similarly we also found that the course in rural engineering was practically the same course as had been introduced for the training of sub-overseers. Again, in another institution we found that the nature of the instruction given about adult education was such as was more suited to training the trainers of adult teachers rather than Gram Sevaks, who would not be primarily responsible for imparting adult education in the narrow sense of the term, much less training the adult education teachers. The result of the emphasis depending upon the individual views of either the instructors or the authorities responsible for the running of these institutions has been that the average trainee leaves the training institution with largely theoretical and often ill-digested information on the various subjects included in the syllabii and consequently is not as effective in the field as he could be. It seems to us, therefore, necessary to lay emphasis, in the drawing up of the syllabus, on the specific responsibilities which the Gram Sevak would have to undertake in respect of each aspect of his work and so direct the instruction that in respect of the subject in which he is expected to exhibit not merely theoretical knowledge but is also expected to impart his knowledge to the villagers and demonstrate the techniques which he advocates, he acquires adequate skills backed by the necessary theory. Where, however, he is to be primarily a liaison agent between the villager and other technical departments, what he has to know is, apart from a clear idea of the organisation and the authorities dealing with the particular aspect, the circumstances in which their assistance can be secured, the manner in which it can be obtained and so on. If the training is looked at from this point of view of making the Gram Sevak acquire the necessary skills and knowledge to be a good medium sized farmer, obviously the training would have to lay considerable emphasis on practical agriculture, animal husbandry to the extent necessary to look after cattle in health so as to secure the maximum return from them, and be in a position to treat minor ailments more in the nature of first aid attention than of regular treatment and, what is more important, be able to recognise as early as possible when it is necessary to call in the assistance of more competent veterinary personnel for dealing with the animals. Since the intention is to make it possible for

middle-sized farmers to make agriculture and its allied operations as nearly whole-time as possible, he should have enough knowledge and skill in poultry rearing etc. If this objective is to be secured, it would be necessary for him to be trained mainly on the farm so far as agriculture and animal husbandry are concerned. There are some institutions which have no farms of their own of adequate size for training 50 or 60 trainees. Others have farms which cannot be considered to be unsatisfactory so far as the area is concerned, but which have not adequate facilities in the matter of irrigation etc., to make it possible to give the trainees comprehensive instruction in various types of agriculture. Most of the training institutions do not have enough working cattle or dairies nearby so that cattle management has largely to be taught in the class room. Only a few of the training institutions have poultry. It seems to us that every training institution must have a farm, of not less than 50 acres in area, and that the trainees should work in these farms and learn agriculture primarily from such work. This would mean not merely doing the various tasks that have to be performed like the preparation of the field, sowing, irrigating, weeding, etc., but what is more important, actually running the farm as a farm keeping constantly in view the cost factor and being constantly concerned to secure the maximum possible return from the farm. Otherwise the present method of using the farms where they exist gives the trainees a certain amount of skill in the various individual operations which have to be undertaken but does not seem to give them an adequate idea of what the running of the farm involves. Unless the training makes them acutely cost conscious it is difficult for them to be able to demonstrate better techniques and persuade people to accept those techniques. If, as we have suggested, the primary instruction in agriculture is to be given through the actual running of the farm of the training centre, the class room instruction will have to be drastically modified so as to supply the necessary theory for understanding why particular things have been done in particular ways and cannot remain, as at present, a series of lessons on the various aspects of agriculture and a series of tasks performed in the farm without the one being closely related to the other. This would certainly require not only the recasting of the methods of theoretical instruction, but also the preparation of text books or lecture notes deliberately designed for this method of instruction rather than the re-producion in the class room as lectures of parts of the existing books used in the regular agricultural schools and colleges. Even more important than text books is the provision of suitable instructors capable of tackling the subject in this manner. It must be an essential pre-requisite in instructors that they should have behind them a fairly long period of practical experience in farming. It may be mentioned incidentally that if instruction is given on these lines, slight differences in the educational background of the trainees would not present as much difficulty as mere class room instruction on set lessons, laying as it does a greater strains on the trainees intellect, would do.

36. It would also be necessary, we think, that apart from dealing with the major crops of the regions in this course, some attention would have to be given to crops of special importance in particular areas, *e.g.*, plantation crops like pepper, cardamom, etc. in the Malnad area of Mysore, coconut, in the coastal region of the South.

37. As in the case of agriculture, in the sphere of animal husbandry also we would suggest that the instruction should be severely practical. This means that every training centre should have an adequate number of cattle, both draught and milch, and an adequate number of poultry etc., which the trainees will look after. As we have mentioned earlier, there is some divergence of opinion about what the Gram Sevak can be expected to do in the matter of the treatment of the diseases of cattle. In some States the most that he is expected to do is to give some first aid and assist the other staff of the veterinary department in carrying out their duties for inoculation, castration, etc. His assistance is mainly to consist in persuading the cultivators to avail of the preventive and other measures recommended by the department. In certain other States the Gram Sevak is given a medicine chest for the treatment of the minor ailments of the cattle and he is also entrusted with the work of castration of scrub bulls and the giving of inoculations. The States which severely limit the role of the Gram Sevak in the veterinary field consider that the entrustment of these additional functions to him is dangerous. We are inclined to agree that probably the Gram Sevak with his training is not a suitable agency for doing castration and inoculation work. But it does not seem to us to be seriously objectionable for him to not only give first aid treatment to injured cattle but also give well tested medicines for ordinary ailments provided the medicines are not such as have deleterious side effects. But it seems to us to be essential that he should have a fairly clear idea of the more serious cattle diseases so as to know when the attention of a qualified veterinarian is necessary. He should particularly be enabled to recognise the infectious diseases so that he can call in the assistance of more competent technical men at the earliest possible stage.

38. In regard to rural engineering again, while he should have some idea of the alignment of village roads, provision of drainage, the general principles to be followed in the construction of irrigation channels particularly to prevent wastage of water, proper provision of ventilation in houses and so on, it would be too much to expect that he would be able to acquire adequate knowledge in these matters let alone the skills, to function as a technician.

39. In public health he should obviously have adequate knowledge of hygiene and sanitation. Whether he should also be entrusted with preventive work like the giving of inoculations and vaccinations or curative work like the dispensing of simple medicines is again a matter on which there is a sharp difference of opinion among the experts of the State Governments. Some consider that it would be too dangerous to entrust him with even simple household remedies, let alone expect him to perform inoculations and vaccinations. Others do not see any objection to entrusting inoculations and vaccinations even without the direct supervision of qualified medical personnel. It is common knowledge that practically every household uses a number of traditional remedies for the treatment of common ailments. It is one of the most effective means of gaining the confidence of people to be able to give them some assistance in the treatment of minor ailments. It seems to us that, on the whole, taking the conditions prevailing in the country, there would be no serious objection if the training of the Gram Sevak

includes instruction in the diagnosis of minor ailments and the prescription of tested harmless remedies from a medicine-chest, the use of which is clearly explained to him. But we are inclined to the view that here again the instruction given should be such as to enable the Gram Sevak to recognise at the earliest possible stage, when the assistance of more qualified medical men is needed and even more important to realise that if he has any doubt about any case he should refer the matter to technical men rather than experiment on his own. We would certainly deprecate the entrustment of vaccination and inoculation work to him, since any accident resulting therefrom would have serious consequences not only to his effectiveness as a Gram Sevak but to the campaign of inoculation and vaccination.

40. In the sphere of village and cottage industries it has been rather difficult to get a clear idea of what he can be expected to do and, therefore, to suggest what his training should provide for. In many institutions spinning is an obligatory part of the training. The main idea behind this appears to be to give him a manual skill and to treat daily spinning as a part of the discipline of training rather than as an essential ingredient in his equipment as a Gram Sevak. While we have no objection to spinning or any other similar occupation being treated as a part of the discipline of training we are rather doubtful whether the somewhat more ambitious attempts made in some of the institutions to train him as an instructor in various crafts and skills like soap-making, oil-pressing etc., will be of very great value. We do recognise that the Gram Sevak has an important contribution to make in helping the villager to find remunerative occupations for his spare time. But we think that this contribution should be in the form of education and guidance to seek the assistance of the qualified persons rather than to attempt to impart training in the various industries to individual villagers or groups of villagers. If our idea of his role in this sphere is considered appropriate, we would suggest that the training in village industries should aim at giving him a reasonably clear idea of rural economy, the need for providing occupation for the enforced leisure hours of the rural population, the various kinds of village and cottage industries that exist in the region, the sources of raw material, the technical organisations that can assist the people in obtaining help and instruction for improving their techniques, the institutional arrangements that exist for providing credit, marketing facilities, etc. Such instruction, by its nature, will largely be theoretical though it will have to be supplemented by observation of the working of the various kinds of village and cottage industries. This would mean that in or near the training centres, there should be a fairly well organized and competently run village and cottage industries centre. Since almost every training centre has a fairly well equipped workshop, it seems to us that the Village Level Worker could profitably be given some training in carpentry and smithy so that he can be of some help to the cultivators for repairing their implements.

41. He should in addition be given a sound grasp of the rights and obligations of citizenship, the structure of Government, the vital role of Gram Panchayats for ensuring sustained development efforts and, of course, a sound grasp of the philosophy underlying the community development programme. In co-operation, his role

should be primarily that of an educator propagating the values of co-operation and communicating to the people the methods by which co-operative societies could be established and the services which they can perform. We doubt very much whether it is profitable to give him detailed instruction in the maintenance and auditing the accounts of the co-operative societies as was being done in some of the centres visited by us. He should, of course, have a clear idea of the co-operative organisations which exist and the various services which particular kinds of societies can undertake.

42. As we have mentioned earlier, it seems to be too much to expect that the Gram Sevak himself would either undertake adult education or train the teachers of adult education schools. In this and other spheres of social education, our conception of his role is that primarily of a well informed villager anxious to play his part in the advancement of community institutions rather than either the organiser or the person responsible for running of the institutions serving the various community interests.

43. It will be noticed that we have attempted to define within somewhat narrow limits, as compared to the prevalent ideas in many areas, the role of the Gram Sevak. Even so we think that the method of training would require considerable reorientation if the Gram Sevak is to be adequately equipped. A prime essential is the early preparation of suitable books and teaching materials for the various subjects definitely designed for this course of training rather than the adoption according to individual predelictions of the instructors of the existing material. Secondly, and even more important, is the selection of very competent instructors with adequate practical experience obtained preferably by working in the blocks of tackling the various subjects concerned with the economic side of the Gram Sevak's work. We are referring later in this chapter to some of the difficulties which seem to prevent the enlistment of suitable instructors in many of the centres.

44. It has been mentioned earlier that the training which is now bifurcated into two clearly defined parts should be integrated into a single course. We have assumed that this integrated course would last only for 18 months. During our tours several experienced instructors doubted the feasibility of adequate training being given to the Gram Sevak in a period of 18 months. Many favoured the extension of the training period to two years. We are inclined to the view that there would be definite advantages in extending the period of training to two years. But we are rather doubtful whether it would be practicable at this stage to extend the period and still adhere to the programme which has been laid down for the covering of the whole country by the N.E.S. pattern during the Second Plan period. We would suggest, however, that while the period of initial training might be retained at 18 months it would probably be of advantage if the trainees of one batch could be recalled to the training centre for a period of a month or six weeks after they have been in the field for a year or eighteen months. During this period of second attachment to the training centre, their experiences in the field could be analysed and discussed. It would be of advantage

if during this period a few block level officers could also be brought to these training centres. This would enable the training staff to appreciate how effective their initial training has been to enable the Gram Sevaks to function effectively and to make modifications in training methods to suit the actual requirements of field work. That course could also be utilised for giving special instruction on particular aspects of the work which may have assumed importance during the period that had elapsed after the completion of the initial training.

45. We have referred earlier to the difficulties created in the effective training of a mixed group of trainees with different educational qualifications. The problem arises mainly in areas where the qualifications have to be lowered to secure an adequate number of candidates from the scheduled tribes. One way of overcoming the difficulty would be to have a separate training institution or a separate section in an existing institution for candidates from scheduled tribes from two or three contiguous States in central India. The medium of instruction could be Hindi. For other areas where a common language medium is not feasible, the existing arrangements will have to continue, but the staff will have to give extra attention to these candidates.

46. There seems to be no regular system of refresher training of Gram Sevaks. Some State Governments have arranged refresher courses on an *ad hoc* basis. Some States bring the Gram Sevaks at the commencement of every agricultural season to an agricultural farm, though it is not clear precisely what the course covered during such a period is. Yet others have given some refresher courses mainly with the object of making up for what was left undone during the regular training period. The suggestion which we have made in the previous paragraph would, we think, go a long way to initiating a general refresher course designed mainly to give confidence to the Gram Sevaks, who, whatever the efforts made in the initial training period, can never be made to acquire that measure of confidence which comes only after actually working in the field. Subsequent to this we doubt if regular courses of a general nature at definite periodic intervals for refresher training are necessary. It is only for giving additional knowledge on particular aspects of the work which may have assumed importance that we would suggest short refresher courses of about a week's duration being held according to the requirements of the situation and the convenience of the administration. But what is essential is that literature specially designed for Gram Sevaks on the various aspects of their work should be continuously supplied to them and inspecting officers of the block level and higher up should, during their tours, make it a point to ensure that not only have the Gram Sevaks received such literature but have read and understood them.

We would also suggest that short courses on specialised aspects of field work *e.g.*, fruit cultivation, soil erosion, etc. should be held at the extension training centres to which Gram Sevaks desiring to improve their knowledge of these aspects of their work can be admitted. This would have a further incidental advantage of facilitating their promotion to block level extension officers' posts.

Organisation of the Training Programmes

47. If, as suggested by us, an integrated 18 months' course for the training of Gram Sevaks is introduced, some of the disadvantages arising from the fact that in some areas the basic schools are situated at places different from those at which the extension training centres are situated would be eliminated. If, however, this suggestion is not accepted, we think it desirable that where the extension training centre and basic school are situated at the same place, candidates passing out of the basic school should go to the extension training centre at that very place. If they are not situated at the same place, before the commencement of every extension training course, the staff of the extension training centre and the basic school should meet and discuss clearly what has been done in the basic course and what remains to be done so that the extension training centre can attempt to cover such portions of the syllabus as could not be covered in the basic course.

48. The normal capacity of an independent basic school is about 120 and of a basic wing of an extension training centre 60. The normal capacity of an extension training centre is about 50. Some of the extension training centres, however, are working double shifts which means that during each course they have to deal with a hundred trainees. We have suggested earlier that the training should be reorientated particularly in the field of agriculture and animal husbandry so as to make practical work the basic method of training to be supplemented and explained by theoretical instruction. This would require that much more individual attention would have to be paid to the trainees than is possible if every instructor has to deal with as many as 50, or in the double shift centre, a 100 trainees. It is doubtful if, for the method of instruction suggested, any instructor can effectively deal with more than about 25 trainees. But the shortage of suitable instructors would make it difficult to get sufficient men of the same calibre to secure the teacher trainee ratio of 1 : 25 in each subject. It seems to us that the difficulty could be got over by giving to every instructor in agriculture and animal husbandry, the two basic subjects, two demonstrators for each 50 pupils. This would ensure that the practical work done in the field, or in the dairy, or cattle farm would be done under the direct personal guidance of the demonstrators supplemented by that of the instructor. For the other subjects where the acquisition of skills is not being insisted upon to the same extent as in agriculture and animal husbandry, one instructor for about 50 trainees would appear to be suitable but in the method of instruction class room lectures will have to be supplemented by discussions in groups of not more than 15 or so to ensure that what has been taught has not only been understood but can be reconveyed by the trainees. After all the Gram Sevak should be able to effectively communicate the knowledge which he possesses and, therefore, requires training in the technique of communication which he can acquire only by participating in such group discussions.

49. Many of the training centres do not appear to have adequate farm facilities and very few of them have adequate facilities for giving instruction in animal husbandry. It seems to us to be essential

to give urgent attention to the provision of a suitable farm and an adequate number of cattle for each centre. In some cases the training centres were located close to an existing agricultural or research farm in the expectation that the trainees would receive proper facilities for practical work. In very few cases has such expectation been realised. Besides, as we have suggested earlier, practical work in the farm or the dairy does not mean merely learning to do the various tasks. Even more important than these is to acquire adequate knowledge and skill in management which cannot be acquired when the responsibility for running the farm or the dairy is that of some other agency. Further for a farm meant for research work, cost is of secondary importance and the trainees may acquire a wrong idea of what practical farming involves.

50. With one or two exceptions among the centres visited by us, the buildings appeared to be suitable and the equipment not inadequate. With regard to equipment particularly, however, we would suggest that the adequacy and suitability of the equipment available should be kept under constant review and improvements effected as circumstances warrant.

Staff for the Training Centres

51. *Selection.*—The teaching staff are expected to have a degree in the subject which they would teach and also some experience in the field. It was intended that the persons to be selected as instructors in these institutions should be the best available in the department. The procedure for selection of the teaching personnel is neither uniform nor can we say with confidence that only the most suitable persons have been selected. In some States there is a recognised procedure by which from a panel of names suggested by the head of the department concerned, the Development Commissioner makes a choice. But in many places the posting of the instructor is treated as a routine posting of a member of a particular service and we heard more than once that the posting was determined by considerations which were not quite relevant to the interests of the training centre. We do not know how far this complaint is justified. But from what we heard in one State there seems to be at least enough in it to warrant the prescription of a more definite procedure than generally exists. In the particular State referred to, when we brought to the notice of the officers at the headquarters of the Government, the complaint that persons not liked in the department were sent as instructors or that persons were being sent as instructors merely on the basis of seniority because in that State the post carried some monetary advantage, we were informed that initially care was taken to select really suitable men, but objection was taken by the Public Service Commission of the State to the procedure on the ground that junior men had been preferred for monetary benefit, overlooking the claims of the senior men. Apparently the line of least resistance was followed and posting of instructors became more or less a routine promotion according to seniority. We would suggest that the selection of instructors should be made with care on the basis of the record of

performance of the proposed officer in the field and after ascertaining whether he is likely to be a suitable instructor. The most convenient and suitable arrangement for this would be for the Development Commissioner and the head of the department concerned to sit together and scrutinize the various possible candidates before selecting one. As regards the principals of the extension training centres, the tendency has been to prefer agricultural men. While we consider that, since agriculture forms the base of the work of the Gram Sevak, there is no objection to this preference, we would suggest that the field of choice should not be confined exclusively to agricultural men. We think that a good block development officer should make a good principal provided, of course, he is interested in training work and can inspire confidence in young men.

52. Occasionally, however, some instructors have been recruited directly from outside Government service specially in States which did not have previously well organised agriculture and animal husbandry or co-operation departments. Necessarily, therefore, these instructors have not always had adequate practical experience of even departmental work, let alone block work. We feel that these States would have been well advised to borrow suitable instructors from other States which had well organised development departments. In any case, for the future, we would suggest that if from the State's own resources a suitable instructor in a particular subject cannot be found, efforts should be made to obtain one on deputation or transfer from another State. We do recognise that with the reorganisation of States such a contingency is not likely to arise often.

53. We would further like to suggest that instructors should be drawn in future only from the field staff and, even more important, there should be a regular system of interchange of instructors with field staff by the fixation of definite tenures of, say, three years for the instructors.

54. In many of the centres which we visited, the instructional staff were labouring under a sense of grievance, not without justification, that by being posted to the training centres they were being subjected to avoidable hardship. In several places adequate and suitable residential accommodation was not available. In one centre which we visited the entire staff was living at a distance of 10 miles from the training centre and came in contact with the trainees only during the fixed office hours. Many of the centres are situated at places where adequate educational facilities for the children of the staff are not available. In quite a few medical facilities are not available. Considering that the work normally imposes a considerable strain we feel that somewhat generous treatment to the instructors is desirable particularly if the suggestion for interchange with field staff is to be made practicable. We would suggest the provision of suitable residential accommodation free of charge, some concessions for the education of the children of the staff, and the provision of some facilities for medical attention to the staff and their families. More important than any of these, however is, in our opinion, the grant of some allowance to the teaching staff. Without such an allowance it will be difficult to ensure that a system of tenures would work satisfactorily. The tenure system might involve

that while in the training centre a particular instructor would have to forego chances of officiating promotion in short term vacancies in higher grades. It is a well recognised practice in many training institutions to give a teaching allowance to the members of the teaching staff. We would commend this so that the system of interchange can be worked effectively, the instructors can be contented and the allowance itself acts as a recognition of the fact that appointment as an instructor means selection for a post requiring special qualities and abilities. In a few States, however, the appointment as an instructor has operated as a promotion because the scale of pay is somewhat higher than that of the grade from which the particular person was drawn. The staff in these circumstances have no particular complaints but we feel that the provision of higher scales of pay for instructional staff than those of the corresponding grades in the field is not a very satisfactory method since it cannot secure free interchangeability with field staff.

Training of Instructors

55. There is no regular system of training in teaching techniques and methods the persons who are selected to work as instructors in these institutions and they are largely left to their own devices to work out their own techniques. Such of them as have had fairly long tenures in the institutions have managed to evolve some methods but where, as has happened frequently, there has been a rather rapid turnover of teaching staff it cannot be said that the instructors are adequately equipped to effectively communicate knowledge to the trainees. The difficulties of the instructors have been further accentuated by the fact that teaching aids, particularly suitable books to be followed, are not available and the instructors are themselves expected to adapt text books meant for other types of courses to suit the Gram Sevak trainees. If, as we have suggested earlier, a regular system of interchange with the field staff is to be enforced, the difficulties will be further increased since it takes a man at least a couple of years to learn to teach, which means that under a three year tenure system no one would stay as an instructor for more than a year after he has really learnt the job of teaching. A longer tenure does not, in our opinion, seem to be desirable since contact with the field should not be more than three years distant. We would, therefore, suggest that special training should be given to the instructors in teaching methods. It should be possible to arrange for, in collaboration with the teachers' training colleges, a special course of about a month's duration limited to training persons selected to be instructors in teaching methods and techniques. If this course is arranged during the vacations of the teachers' training institutions, there would be no dislocation in the normal work of those institutions.

56. There is no regular system of refresher training of the instructors either. Most of the States do take advantage of the special courses arranged by the Ministry of Community Development for instructors in health, social education and co-operation. States have also deputed some of the members of their staff to attend short courses run by the Allahabad Agricultural Institute for

teachers in extension and agricultural engineering. In this connection we would like to mention that the benefit derived from the extension course at the Allahabad Agricultural Institute by different batches of instructors was considered by many States to be not uniform, probably because the courses themselves were not standardized and systematized. Lately several training institutions have deputed instructors to undergo a short forestry course at Dehra Dun. We would, however, suggest that apart from these special courses there will probably be some advantage in running refresher courses for instructors in specified subjects once in a while where persons teaching the same subject in several institutions could come together, exchange views and experiences and discuss their problems.

57. It was suggested to us while we were in Ranchi by the authorities of the Lac Research Institute that it would be of benefit if some instructors from areas which are important from the point of view of lac production were to be given a special course of training in lac cultivation. The authorities of the institute were prepared to extend a considerable measure of co-operation and afford facilities. It seems to us that since lac cultivation can form a useful subsidiary occupation to agriculturists in these areas, it might be of advantage if the V.L.Ws. undergoing training in the institutions serving these areas were to be given a certain amount of instruction regarding lac cultivation. We would, therefore, suggest that advantage might be taken of the offer made by the Lac Research Institute and in consultation with them a suitable course of training organised for selected instructors from the areas which are important from the point of view of lac cultivation. Similarly facilities which exist in the Jute Agriculture Research Institute, Barrackpore W.B., Coconut Research Stations at Kayangulam and Kasaragod, Kerala, Arecanut Research Stations at Vital, Mysore, Tobacco Research Institute at Rajahmundry, Andhra are utilised for the training of Instructors.

58. We have suggested earlier that a definite scheme for interchanging the field staff with the instructional staff should be worked out by devising a tenure system for instructors and that the scheme should be operated strictly. For that scheme to produce the maximum benefit it seems to us that there should be a regular system of rotation with the field staff of at least one-third of the instructors of the training institution every year so that at least one third of the persons have comparatively recent experience of field conditions. Perhaps maintaining of a panel of names of field personnel considered suitable for teaching would facilitate such rotation. This by itself, however, would not, in our opinion, be adequate, Instructors do accompany the trainees when they go to the villages for village training. But what is really needed is, however, a regular system by which instructional staff visit blocks in which trainees from the institution are working, on a regular basis, in the intervals between courses, ascertain the problems encountered in the field by the Gram Sevaks with particular reference to the effectiveness of the training for enabling Gram Sevaks to solve these problems and also discuss with the block staff, the performance of Gram Sevaks, the shortcomings if any and how the shortcomings can be minimized, if not

eliminated, by adaptation of the training programme in the institution. We would also suggest that all grades of block staff should be encouraged to communicate to the principals of the training centres their views regarding the performance of Gram Sevaks and also send periodical information on block problems to the training centres gathered from the diaries of Gram Sevaks, which information would be of help to the instructors in keeping continuously in touch with the field problems and trying to work out solutions for them. In other words, what we would suggest is that an effort should be made to link up the training centres with the block work in such a way that the instructional staff could be able to communicate their experiences to block staff and the block staff their experiences to the instructional staff. Such close communication between the block and the instructional staff would also be of value in making refresher courses at seminars of instructional staff much more purposeful and much more directly related to the performance in the field.

59. In several of the institutions which we visited we heard complaints from the instructors drawn from the various departments that they were not being supplied with literature, circulars and instructions issued by the departments to their field staff of corresponding grades with the result that after two or three years in the training institution, the instructors feel that they have become out of touch with the progress in their own departments. We would suggest that effective steps should be taken not only to ensure that these instructors are in regular receipt of circulars, instructions, etc. of the kind referred to but are also invited to participate in departmental conferences and seminars to which similar groups of personnel working in the field in that department are invited. In one institution we heard a complaint from the instructor on social education that though he had been drawn from the Education Department and posted to the institution on a scale of pay identical with that which he was drawing in his parent department, when the pay scale of that grade in the parent department was raised, the pay scale of the post in the institution was overlooked. This kind of minor administrative lapse contributes to the lowering of the morale of the teaching staff. We would, therefore, like to reiterate that the pay scale should be integrated with the pay scales of regular posts in the department and to such pay scales a special teaching allowance should be attached.

60. One of the conferences of the Principals of the Extension Training Centres had suggested that a block should be attached to the training centre under the overall control of the principal of the training centre so that practical training of the Gram Sevaks in the block is facilitated. Not all States have given effect to this recommendation. In fact many State Governments do not appear to favour this suggestion on the ground that the responsibilities of block work would have the effect of diverting the attention of the principal from the running of the centre which requires all his attention and that in the process not only would the trainees suffer but also the work of the block. But it is not all States that subscribe to this view and in one or two instances we were informed that the arrangement was working very satisfactorily. Those States had given a special assistant to the principal for the administrative work

of the block. On the whole we are inclined to endorse the views of the principals of the extension training centres. Without an arrangement of this nature it is not easy to arrange for systematic field training in the blocks of Gram Sevak trainees.

61. There is also considerable scope for the systematization of the work to be done in the villages during the training period. At present different practices are being followed in different centres. In some cases the trainees are sent for village work practically every day, in others they go for a few days a week, sometimes they go out in alternate weeks and in one case half the trainees are out in the villages, while the other half receives theoretical training in the training centre. At the end of the month, the trainees who were in the field come to the training centre for theoretical instruction and the other trainees go to the villages. In this connection we would commend for consideration the practice followed in the Powarkheda Training Centre in Madhya Pradesh about which a note is given in Appendix 'D'.

Inspection

62. Most of the States have an officer of the rank of Deputy Director of Agriculture or an Assistant or Deputy Development Commissioner incharge of training centres. These officers do visit and inspect the centres but since many of them are primarily administrative officers their inspection necessarily is largely confined to the administrative aspect of the work of the centres. We found that the centres were not being inspected by the technical officers of the various development departments of the States and the training given in these technical subjects in the training centres was not being evaluated by persons specially competent to do so. Indeed, it is a very rare exception for any head of a department other than the head of the department who is administratively responsible for the training centres to take any interest in them. We have already rereferred to some of the consequences of such lack of interest in regard to the selection of instructors, supplying instructors with the literature of the department etc. Almost all the State Governments have issued circulars that heads of development departments as well as the regional officers of these departments should regularly visit and inspect the training centres from the technical point of view. It is necessary to take steps to secure effective compliance with these instructions.

Evaluation of the Training Programme

63. Though we have offered some criticism of the practices and methods followed and have made some suggestions for improvement, we would not like it to be understood that the training centres have been failures. Some of the shortcomings arise from the fact that there appears to be some vagueness in regard to the objective of the training programme, that is in regard to the nature of the functions for which the Gram Sevak is to be trained. Some of them have arisen from the fact that, particularly in the field of public health and engineering, there has been a persistent shortage of qaulified

instructors. Moreover, the need for placing in the field a large number of Gram Sevaks to keep pace with the programme for the opening of blocks led, particularly in the initial stages, not only to a much too abbreviated course of training but also to a demand for instructional staff in numbers which were not readily available and, therefore, compromises in quality had to be agreed to. Despite these very serious handicaps and difficulties, by and large, the Gram Sevaks, especially in the case of those who were given the full 18 months' course of training, have acquitted themselves well and their shortcomings in the field can only to a limited extent be laid at the door of the training institutions. All that we have suggested is that we should utilise the experience gained in running these institutions for about 5 years for effecting improvements.

CHAPTER III

GRAM SEVIKAS

64. The realization that success in achieving the objectives of community development would be difficult to ensure unless there was a simultaneous approach to the village women came sometime after the National Extension Service was launched. In 1954 a decision was taken to have at least two Gram Sevikas for each community development block who would, in broad terms, do for the village women what the Gram Sevak was expected to do for the village men. The object of the scheme of appointing Gram Sevikas might be described in broad terms as making women of the village good house-keepers, good mothers and good citizens imbued with the desire for improvement in their living conditions and for the community's welfare. For assisting in this, trained women workers, namely, Gram Sevikas were to be posted to the community development blocks. Since the number of such workers was very limited, only, two for a Group of 100 villages, it was anticipated that they would work through the agency of willing women in the villages. We might, perhaps, be permitted to say that as a permanent pattern the arrangement of posting only two women workers per block does not appear to promise satisfactory results. The existing social conditions in rural areas make it rather difficult to expect a woman worker from the rural areas to work outside her own village. For effective work it seems that we will have to provide for one worker per village. The number of candidates offering themselves for this work is too small to make this possible. The alternative seems to be, therefore, to adhere to the present staffing pattern but be satisfied with these two women workers confining themselves largely to the villages in which they are stationed.

65. Since their work was to be in the villages, in the scheme for their recruitment and training it was laid down that a Gram Sevika should be a matriculate, should have lived in a village for at least sometime of her life, should have had preferably experience of teaching, nursing or social work, should have knowledge of handicrafts like sewing, kniting, embroidery etc. and, of course, should be in good health to be able to tour in her charge. It was very soon realized that the insistence on an educational qualification equivalent to matriculation would make it difficult to obtain an adequate number of trainees. Therefore, the Fourth Development Commissioners' Conference recommended in 1955 that the educational qualifications should be reduced to "middle pass" coupled with some experience of social work, though preference might be given to matriculates when selecting candidates. The Principals of Extension Training Centres in their Conference in June, 1956, however, prefered to retain matriculation as the minimum qualification, though even they recognised the need for relaxation of this condition in States where an adequate number of women with such educational qualifications would not be forthcoming. The result has been that most of the States have prescribed for Gram Sevikas matriculation or its equivalent as a minimum educational qualification. But in actual practice very few of the States have

been able to enforce this qualification strictly. In fact it is only in Travancore-Cochin (the present Kerala State) that the number of applications for the 20 vacancies offered in each course is substantial but in several other States which are not usually considered to be backward in the matter of women's education, *e.g.*, Madras, it is with difficulty that the training institutions have been able to secure the full quota of trainees for each course. In several States educational qualifications have had to be reduced considerably. In fact in one of them we were told that some of the selected candidates were hardly literate and that the training staff had to spend some time in making up the deficiency in education of some of the girls before they could take up the teaching of the curricular subjects. In many places we were informed that after the first batch of trainees have been in the field for sometime (the first batch went out only in October, 1956), they were expecting that their example would help in attracting more girls to undergo this training. It seems to us, however, that some more positive efforts are required to interest girls, and their parents, in the field for useful work which service as a Gram Sevika offers. We would suggest that women's organisations might undertake some educative work in this connection and further that the training institutions might arrange for batches of women to visit their centres and stay for a day or two to see the work being done there so that the prejudices which they might entertain could be overcome to some extent. We understand that the camps for village women which have been held in Bihar have been helpful in making village women who attended these camps subsequently apply for selection as Gram Sevikas. The scheme could be tried with profit in other States also. We would also suggest the utilisation of the various publicity media, particularly films, for furthering the campaign for attracting suitable candidates. Without some such organised recruitment drive it seems unlikely that for a considerable time to come an adequate number of trainees would be available for every training centre and this aspect of the work of Community Development might be handicapped for a considerable time, by the non-availability of suitable workers.

66. We would further suggest that it is not necessary to insist on matriculation as the minimum qualification and that there should be no objection to recruiting middle school passed women for undergoing this training. Obviously the syllabus and method of training would have to be modified to suit women with such lower educational qualification and we are making suggestions in this regard later in this chapter.

67. Originally the age limit prescribed was from 20 to 35 years. The Conference of Principals of Extension Training Centres held in June 1956 suggested that the age limit should be 18 to 30. The question of prescribing a suitable age limit has been a matter of some controversy in many inter-state regional seminars. There has been a fairly strong feeling that in view of the acute shortage of women workers, it is somewhat unrealistic to fix age limits which have the effect of curtailing the already meagre available supply. Most of the States have prescribed 18 to 35 years of age, the exceptions being Madhya Pradesh which has fixed 20 to 25 years and Madras, which has fixed 21 to 30 years (They are, however considering the question of revising it to 19 to 25). From the point of view of suitability

for work in the villages there seems to be a general opinion that it would be preferable to have somewhat older women as Gram Sevikas. But the difficulty is that with older women it is not possible to insist on minimum educational qualifications. We would suggest that if the recommendation for reducing the educational qualification made above is accepted, efforts may be made to recruit mature women between 25 to 35 years of age.

68. It has not been found practicable to insist on the condition that a candidate to qualify for selection should have lived in a village at some period in her life. In fact in many places most of the trainees have come from urban areas. In one or two cases almost the whole lot of them have come from the capital of the State and it is somewhat doubtful whether these persons would really stay on in the job for any appreciable time.

Physical Standards

69. No specific standards have been prescribed for physical fitness of the candidates. In several States, however, the candidates are medically examined before being accepted for training. This practic, however, is not universal and we did hear in one institution of the Chief instructress having to send away two trainees because they were suffering from some contagious disease. We would, therefore, suggest that there should be a medical examination of the candidates to ensure that they are reasonably physically fit for work in the rural areas and particularly to make sure that they are not suffering from any communicable disease.

70. Some States have constituted regular selection boards consisting of the officers of the development departments, one or more representatives of the Social Welfare Department and the Social Welfare Board and the Chief Instructress in Home Economics. In most States the Chief Instructress is associated with the process of selection. In actual practice, however, there is not very much scope for selection except in Travancore-Cochin because except in this State there was seldom a sufficient number of applicants. In fact what is really needed for ensuring an adequate supply of suitable candidates, with of course the reduced educational qualifications which we have suggested, is a systematic recruitment drive in which women social workers in the various women's organisations can be of considerable assistance. Though it was suggested by the Ministry of Food and Agriculture that efforts should be made to recruit at least 25 per cent of the Gram Sevikas from among the wives of Gram Sevaks and there have been a few such women in many of the training centres, the number does not approach anything like the percentage suggested. Perhaps the women social education organisers could help in persuading suitable wives of Gram Sevaks to under go this training. It would, however, be desirable to post such women after training to the same place to which their husbands are posted. Whether it would be practicable in all cases is somewhat doubtful.

71. The normal method of selection is by interview. Only in Madras are the candidates subjected to a written test. The Conference of Principals of Extension Training Centres held in June 1956 had suggested that oral, written and practical tests should be conducted to ascertain the general knowledge, capacity to express themselves clearly and aptitude and temperament for village work of the candidates. As we have mentioned earlier, unless there is a sufficient number of applicants, the suggestion does not seem to be practicable. On the whole we are inclined to the view that the method of selection by interview by a small committee consisting of the Development Commissioner or his representative, a representative of the women's social welfare organisation in the State and the Chief Instructress of the Home Science Wing should be adequate. In order, however, to make sure that the selected candidates will stay on in the job for a reasonable period after training, we would suggest that a camp of about a week's duration should be held in some village in a block where the candidates can be given the opportunity to participate in selected programmes of work. This would enable them to appreciate more clearly the nature of the duties which they would have to perform and the conditions in which they would have to perform them and it would also give an opportunity to the selection committee to watch the candidates and avoid to a considerable extent the risk of selecting persons likely to be unsuitable for rural work. This procedure should not create any serious administrative difficulties since in almost all the States the number of applicants is not likely to be so large as to make a camp unmanageable or necessitate the running of more than one or at the most two camps in any year.

72. The Conference of Principals of Extension Training Centres held in June 1956 suggested that there should be two stages for weeding out unsuitable trainees. The first was to be at the end of the first week after selection. If the procedure suggested by us above is accepted there would be no necessity for a further weeding at the end of the first week after the trainees have joined the training institution. The second weeding out, it was suggested by that conference, should be done before the expiry of two months after the commencement of the course on the basis of the progress of the candidates during that period. One State has constituted a Board consisting of the Principal of the Extension Training Centre, the Chief Instructress and the District Development Officer to weed out unsuitable candidates at the end of the first month of the course. In another State the power has been given to the Chief Instructress and in certain other States to the Principal of the Extension Training Centre. Because of the paucity of candidates which has made it difficult for a large number of centres to have their full quota of trainees, in actual practice there is very little weeding out. In one centre, for instances, we were informed that at least two of the trainees did not have even sufficient knowledge of Hindi to be able to follow the instruction and the staff had first to teach them Hindi. Even these were not eliminated because it would have meant the further reduction in the number of trainees which was already far short of the capacity of the centre. Such weeding out as has occured has been either because the candidate was suffering from some disease or in the case of one or two married women because they were unable to continue due to pregnancy.

73. As we have mentioned, the paucity of candidates even with qualifications much below matriculation has made it difficult for an adequate number of Gram Sevikas to be trained in the first course, which is the only course that has been so far completed. The number of admissions to the second course does not indicate that there is evidence yet of the work becoming attractive enough to fill the training centres to capacity. Apart from the suggestion we have made for a recruitment drive for improving this state of affairs, the suggestions received by us were the grant of higher scales of pay than has been sanctioned in the States at present, the giving of an allowance for living in rural areas to enable the women to have some companion to live with them, provision of residential accommodation for the Gram Sevikas in the villages which are their headquarters and the posting of Gram Sevikas only to such places where there are already other women workers like women school teachers, nurses etc. We would commend these suggestions for the consideration of the State Governments, particularly the suggestion for the provision of suitable residential accommodation and the stationing of these workers only in places where they have the companionship of other women workers. With the integration of the work of the Social Welfare Board with that which is expected to be performed by the Gram Sevikas in the rural areas, it should be possible to secure this. We have already recommended that efforts should be made to interest the parents of likely candidates in the work that is done in the training centres. We would also suggest that it would be of help to the programme, if village leaders and particularly selected women from the villages could be given an opportunity to see the working of the training centres as well as to visit the villages where Gram Sevikas are already working. This might create an atmosphere of friendliness to the Gram Sevikas even from the date they arrive in the villages to which they are posted.

Contents of Training

74. The prescribed syllabus for the one year course of training is reproduced in Appendix E. We were informed at the training centres which we visited that this syllabus has not been deviated from. This is because only one course has been completed and enough experience has not been gained to justify modifications in the syllabus. The precise contents of the training imparted under the various headings included in the syllabus have varied within wide limits between centre and centre. An impression was left in our minds that since many of the instructresses had not had adequate practical experience of social work in rural areas, the training was apt to be largely theoretical. While the syllabus in outline may be considered to be suitable the detailed treatment of the subjects seems often to be beyond the capacity of the trainees to absorb and also beyond the needs of their work in the field. Much also depends upon the manner in which instruction is given and on the facilities available for practical work which is much more important than mere theory. If, as we have suggested earlier, the educational qualification is lowered, it seems to us that the whole manner of teaching will have to be changed so as to make the trainees learn their jobs mainly by doing them. And the standard expected of the Gram Sevikas cannot be pitched very high. We would suggest that

the aim should be to educate them adequately to be good housewives with reasonable interest in community life rather than highly skilled teachers of village women. If it is accepted that educational qualifications considerably lower than matriculation would have to be tolerated it seems somewhat impracticable to suggest, as was done by the Conference of Principals of Extension Training Centres in June 1956, that efforts should be made to inculcate an appreciation of aesthetic tastes and values among Gram Sevikas or to expect them to be able themselves to prepare visual aids in their cultural and technical work or have knowledge of the marketing of handicraft products. The principle emphasized in the training course should in our opinion, be to give them a sound idea of personal hygiene and sanitation, child care, kitchen, gardening, poultry keeping, preparation of pickles proper storage of food grains, looking after cattle particularly milch cattle, nutrition and preparation of simple clothing suitable for villages. Instructions in these could effectively be given provided there are adequate facilities for practical work available in the training institutions or in the extension training centres of which these institutions are wings.

75. We gathered that the trainees go out to the adjoining development block for practical field work, though we could not get a clear idea of the precise nature of the field work performed.

76. There has so far been no occasion for any refresher training to be undertaken since the very first batch trained in these institutions went out to their posts only towards the end of 1956. We would, however, suggest that the staff of the training institution should arrange to visit the trainees in the field at reasonable intervals particularly because the batch which has gone out to the field is the first one and it is, therefore, their experience and performance which will decide how far other girls are attracted to the work.

Teaching Staff

77. Chief instructresses are expected, to be graduates, who have had training in home economics or domestic science. In Madhya Pradesh preference is given to persons with a degree or diploma in teaching in addition to the above qualification. Assistant instructresses are expected to be at least graduates in arts or science, preferably with home science as one of the subjects for the degree. One of the instructresses is expected to have specialized training in handicrafts and the other in public health. In Madhya Pradesh they have in addition provided two more instructresses, one in social education and one in extension. Varying age limits have been prescribed by the States, some fixing a minimum age only and one or two a maximum age also. Quite a few of the instructresses have been taken from other state departments, though a substantial number appear to have been direct recruits, some of them without very much practical experience in the field of social work. There are considerable variations in pay scales of chief instructress and the assistant instructress as between States. It seems that at least for instructresses especially in States which have difficulties in getting suitably qualified persons, there is scope for more liberalization

78. Chief instructresses were selected by interview from among persons initially nominated by the States Governments by a selection board constituted by the Ministry of Food & Agriculture. In some States this initial nomination was made in consultation with the State Public Service Commission. Very few of the selected persons had previous experience of work in development blocks. Assistant instructresses were recruited by the transfer of persons from the education department or from the project personnel to some extent and also directly. Only Madhya Pradesh seems to have constituted a selection committee consisting of the secretaries of the various development departments for selecting teaching staff of the home science wing.

79. Chief instructresses were given training for about 7 months at a number of places both in India and abroad. The training in India included attachment to the Allahabad Agricultural Institute, the University of Baroda and Kasturbagram, Indore. Foreign training was given in Japan and Hawaii. This training was organised by the Ministry of Food and Agriculture before these instructresses were posted to the various home science wings to start the first course. The assistant instructresses were trained at the Lady Irwin College, Delhi, and Kasturbagram, Indore. Some of them were also sent to the United States of America for training in home science under the programme of international farm youth exchange. While it may be said that, all this has given these instructresses a sound professional training and some opportunity to widen their outlook, it is perhaps permissible to remark that the specific problems of rural women which is to be the special concern of the persons trained by them have not figured prominently in the training of these instructresses. It seems to be necessary to organise refresher courses in a rural setting to make good this deficiency.

80. The progress of the trainees is watched throughout the course by periodical tests. The performance in these tests is taken into consideration along with the performance in the final examination which is conducted in most places by the School staff, though in one or two States, the Assistant Development Commissioner incharge of training is associated with the final test. In Madhya Pradesh the final examination is on the basis of common papers set for all the training centres.

81. Very few States have laid down any systematic procedure for the inspection of these training centres, a notable exception being Madhya Pradesh, which has insisted on the Deputy Director of Agriculture (Extension) visiting these home science wings every two months and also on the Deputy Commissioners of the districts in which the centres are situated as well as other senior officers in the Development Commissioners' organisation visiting these centres. That State proposes to establish a sub-directorate of extension which would have among other things a special responsibility for the regular inspection of training centres.

82. As we have mentioned more than once only one batch of trainees has completed its training and been posted so far. Even in regard to this batch many of the centres did not have the full quota of trainees, nor could most of them insist rigidly on every

trainee having the minimum educational qualification of matriculation. It seems to us to be rather early to attempt any evaluation of the training programme, but we would suggest in view of the proposed integration of the work of the Gram Sevikas with the work of the Social Welfare Board, that the contents of the syllabus should be carefully reviewed and only so much should be included in it as can be taught effectively to candidates with a rather low standard of education and that the teaching of the subjects should be mainly by making the trainees do the various jobs rather than by class room lectures.

CHAPTER IV

SOCIAL EDUCATION ORGANISERS

83. As we have mentioned more than once it is essential to have a fairly clear definition of the functions to be performed by any particular class of public servants both for the purposes of making suitable selection and for devising training schemes to fit them for the job. It is somewhat difficult to have a precise definition of what is meant by social education. In fact there is reason to believe that there is a fair amount of confusion in regard to what is involved in social education. We recognise that it is not easy to define the concept of social education with any great precision. But it does appear that some definition will have to be attempted to give a reasonably comprehensive idea of what is involved in the process of social education because without such a definition training cannot be purposive.

84. We think that the objective of social education could, for our purposes, be considered to have been adequately explained in the short chapter in "A Guide to Community Development". It will be recalled that in this publication it is stated that the primary purpose of social education is the creation of a new outlook among village people and to motivate them to want to improve their way of life. This involves a change in their attitude so as to make them question the inevitability of the existing state of affairs and create in them an active desire for improvement in their ways of living. It further involves a clear recognition by them that the improvement in their way of life can be effected only by themselves, though of course with the aid and assistance of the Government staff available in the area. A change in attitudes resulting in the creation of new social values and the desire for new wants cannot be brought about by mere preaching to mass audiences. Any one engaged in this difficult process, which is called social education, has, therefore, to have not only a clear understanding of the minds of the village people, the appeal of traditional ways and the best methods of inducing the people first to accept the necessity for change and then to adopt the change itself. Finally, since the vitality of the movement for improvement in local conditions depends on the extent to which it is realised that changes or improved methods, which are accepted, are but a stage in a continuing process and that the essential requirement for ensuring continuity is to bring in the community organisations in the villages into the picture. Social education has to give considerable attention to the improvement of the working of the community organisations where they exist, or to bring into existence healthy organisations for providing the sustained impetus. Lastly the existing village leadership will have to be enlisted in the effort to impart social education, which means that in the initial stages at least the desire for change should be implanted in village leaders and they should be assisted in spreading the educational process through their followers to the rest of the community. This approach requires in the social education organiser not merely a capacity to recognise leadership where it already

exists, but also to identify potential leaders and assist them unobtrusively in becoming leaders and accepting the responsibilities of leadership for the improvement in the life of their community.

85. In a sense the entire work of extension is social education and certainly every extension officer has to be an educator in this sense. But the place of the social education organiser is that of the specialist in the methods and techniques of affecting the minds of the people. It seems to follow, therefore, that his specific role would consist initially of implanting the desire for change and subssequently in assisting the other extension specialist in the methods and techniques of affecting the minds of the necessary assistance to the people to translate the desire for change into the actual acceptance of changed methods and practices. It means that persons working as social education organisers should not only have a very clear conception of the philosophy of community development but an equally clear conception of the role which village organisations have to play in effecting and sustaining the improvements brought about.

86. It is recognised that even the foregoing is not a very clear definition of the role of the social education organisers. But as was recognised in the Sixth Development Commissioners' Conference, a definition of this nature associated with a programme of action in somewhat more specific terms is likely to give not only a more clear idea of what is needed in this sphere but also to help in making the training programme to be more purposive and fruitful. So far as the programme is concerned we have nothing to add to the recommendations made in the Sixth Development Commissioners' Conference and we are convinced that, if that programme is effectively implemented through the agency of properly selected and trained social education organisers, social education as a process would be well established.

87. Hitherto, there does not appear to have been any clear demarcation in the functions to be entrusted to the men and women social education organisers and the programme of training is, to a large extent, a common one. The need for a clear demarcation of functions has been clearly recognised by the Sixth Development Commissioners' Conference. We are in full agreement with the views expressed in that Conference. Later in this chapter we are making some suggestions to give effect to this.

88. During our tours, we gathered the impression that the reason for the impact of the programme of social education not being very marked was partly the fact that the social education organisers relied almost entirely for assistance at the village level on the overworked Gram Sevak and partly the fact that they are still to a large extent somewhat isolated individuals without specialized departmental support above them, or specialized departmental assistance below them. We think that the time has come for a clear recognition of the close inter-relation between social education and education both in their functional aspect as well as in their organisational arrangement. We are glad to note that the Sixth Development Commissioners' Conference has made a strong recommendation for the personnel engaged in social education to be integrated with the Education Departments of the States. We would suggest that this

integration should extend also to the utilization of village teachers as assistants of social education organisers in their programmes of work as well as in the more subtle process of changing the outlook of the people.

89. It will be appreciated that, when even the definition of the work to be done presents difficulties, the quality of the personnel to be entrusted with that work has to be of a high order, if any effective results are to be achieved. In view of this it cannot be said that the standards recommended by the Government of India for the recruitment of social education organisers are unduly high. These are, for men a degree with a provision for relaxation of the qualification in the case of persons with five years experience of social work under a recognized institution, and for women, mainly because of the paucity of educated candidates, passing of the intermediate or matriculation examination and three years experience of social work. In view of the fact that the institutions which undertake the training of these candidates draw their trainees from the various parts of the country and, therefore, have to adopt English as the medium of instruction, it is understandable that there is an insistence that, when the educational qualification is relaxed below that of a degree, care should be taken to ensure that the selected candidates are capable of following lectures in English. Practically all the States have prescribed qualifications on the above lines. In Bihar it has further been prescribed that candidates selected as S.E.Os. (both men and women) should in addition have some teaching experience. But it has not been possible for Bihar to insist on confining its recruitment of women S.E.Os. only to matriculates or intermediate passed candidates. They have been recruiting in some special cases basic trained women, who are not matriculates. We did hear, in one or two of the institutions to which they have been sent for training, that these candidates are finding it rather difficult to follow the course of instruction.

90. The age limits suggested by the Government of India are 18 to 45 years. A seminar of instructors held in June 1955, suggested altering these to 20 to 40 years. The States, however, have not been following a uniform policy in regard to this matter, some have not prescribed any age limits at all, whereas others, *e.g.*, Madras have fixed 21 to 30 years.

91. Most of the States have adopted the suggestion of the Community Projects Administration to make the initial selection of candidates through a board consisting of the Development Commissioner, the Director of Public Instruction or the Director of Rural Welfare, two prominent social workers in the State, one of them preferably a woman, the Convenor of the Bharat Sevak Samaj in the State and the Director of one of the Social Education Organisers' Training Centres. State Public Service Commission are also associated with the selection whenever under the State rules the appointments have to be made in consultation with them. After the initial selection it was suggested that the candidates should be tested for a period of three days either in an extension training centre in the State or at a social education organisers' training centre, if one is situated in the State. This practice is followed in many of the States, though not in all.

92. Selection, however, is not confined to candidates from the open market In a number of States where social education is part of the State Education Department, recruitment is made from among persons serving in the Education Department, preferably teachers. In certain other States, where it has not been possible to secure already serving personnel from the Education Department, the selected candidates are given a lien in the Education Department and become regular members of the State Education Service, *e.g.*, Kerala. In some States the post of social education organiser is recognised as post to which good village level workers can look forward as a promotion and it is understood that the village level workers so selected have justified themselves in the field. It seems to us that there is greater scope for the adoption of this practice since a village level worker, who has been successful in his work, starts with the advantage of understanding the village people and their psychology and if he is posted back to the area where he had worked previously, would also have the advantage of working through a few people who have confidence in him. We would, therefore, commend the extension of this method of recruitment.

93. On the repeated recommendation of successive Development Commissioners' Conferences, the Community Projects Administration had suggested to the State Governments that after selection the candidates should be given preliminary field experience for a period of about two months before being sent to the social education organisers' training centres. The idea in this was not only to give to the selected candidates a fair idea of village conditions, but also of the programmes followed in the projects so that they could appreciate the instruction given in the training centre. This procedure would, of course, also given an opportunity to the State Government to assess the suitability of the candidate for the post. This suggestion has not been strictly followed in every State, but every one of them makes some attempt to give some field experience to the selected candidates before sending them to the training centres. This consists mainly of posting them to existing blocks. We were, however, unable to find out whether any clear cut programme had been drawn up for the preliminary training in the field of these persons and gathered the impression that they were just posted as supernumerary officers in the existing blocks and generally went round with the social education organiser of that block. It seems to be necessary for this initial field training to achieve the object for which it was suggested to be more systematized and for a programme to be drawn up in such a way as not only to give to the recruit a comprehensive an idea of the programme of the block and the functions of the various extension officers in general, but also specifically a clear idea of the work of the social education organiser. It is also necessary for the candidate during this period to be kept under close observation so that the assessment of his suitability for appointment permanently to the post can be done in a more satisfactory manner.

94. Apart from the preliminary test after the initial selection during the attachment to an extension training centre or a social education organisers' training centre, there appears to be no procedure in the training centres for the subsequent weeding out of

candidates found to be unsuitable. There is, however, a test at the end of the 5 months course, the results of which are communicated to the State Governments concerned.

95. The paucity of suitable women candidates is a noticeable feature is practically all the States. Even in the old Travancore-Cochin State the numbers forthcoming were not adequate. Women candidates with a rural background are even fewer still. Most of the training centres have, therefore, had to admit fairly large numbers of non-matriculates. On occasion, candidates above the age of 40 and sometimes even 50 years of age, have been admitted for the training. We doubt very much whether the recruitment of persons much above the age of 35 is really desirable.

96. As we have mentioned earlier, it seems desirable to extend the practice of recruiting good Gram Sevaks as S.E.Os. We gathered the impression from such of the training centres as we visited that the practical experience of rural work which the Gram Sevaks had acquired and their adaptation to rural conditions more than counterbalanced any deficiency in purely academic qualifications. We do recognise that when candidates from several States come to a training institution, the medium of instruction has to be English and that this might present some difficulty in the Gram Sevaks sent to these institutions benefiting fully from the training given there. We do not, however, consider this difficulty to be insuperable. A fairly simple way out would appear to be to send these Gram Sevaks only to the institutions in or near the State to which they belong when it should be possible to assist them through the medium of their regional languages to get over the difficulty created by their inadequate knowledge of English. The experience in the Orientation Health Training Centre at Poonamalle at Madras seems to indicate that some arrangement of this kind could be made workable.

97. It has been suggested, and we think with some justification, that if the scales of pay of S.E.Os. were made more attractive and if they were to form a part of a regular cadre with a hierarchical structure providing a recognised avenue of promotion to higher posts of responsibility, the quality of the candidates attracted would be improved considerably. The recommendation reiterated by the Sixth Development Commissioners' Conference for the integration of the social education organisations with the Education Departments of the States should go a long way in overcoming this difficulty. It has been suggested by the staff of one of the training centres that the mere provision of higher scales of pay and increased amenities would not be adequate for improving the quality of the candidates and that side by side the selection procedure should be improved to test effectively the aptitude of the candidates for the kind of work which would be entrusted to them after training. We think that there is considerable force in this view. The suggestion we have already made for systematizing the training programme during the attachment to the block before sending the candidates to the training centre, if given effect to, should result in the elimination at a very early stage of persons unlikely by temperament and aptitude to prove successful as social education organisers.

98. As regards women candidates, as suggested by the Conference of Directors of Social Education Organisers Training Centres in August, 1953, the active assistance of Women's Welfare Organisations, particularly the local organisers of the Kasturba Trust and the local Social Welfare Boards seems to offer the only hope for interesting and adequate number of suitable women to come forward. In addition, it appears desirable to take steps to overcome some of the recognised difficulties encountered by women workers in rural areas. If priority is given to the provision of suitable acommodation for their residence and some arrangement is also made for the women social education organisers to have women companies, it is possible that they might not hesitate, as much as they seem to do at present, to accept these appointments. We hope that with the integration of the work of the various women's organisations which has been agreed to, it would be possible to arrange for these amenities.

99. In the case of Gram Sevaks and Gram Sevikas, the expenditure on stipends is treated as part of the normal expenditure of the training institutions. In the case of the social education organisers, however, the budgets of the training centres do not have any provision for the payment of stipends to the trainees. In fact the practice followed by the different States varies considerably. In some cases the trainees receive their usual salary. In others they get only stipends which range from as low a figure as Rs. 30 per month to Rs. 70 per month. Some States are more generous, *e.g.*, Andhra, which pays an allowance up to the extent of one-third of the basic pay during the training period, and Bihar which gives a special allowance of 20% during the training period. Since candidates from different States undergo training in the same institution and have to incur the same expenditure, the position is far from satisfactory and has been responsible for a certain amount of dissatisfaction among the trainees. This dissatisfaction has been further accentuated by the lack of proper arrangements for the regular payment of salaries and allowances to the trainees during their stay in the training institution. It seems to us that a measure of uniformity in regard to the allowances to be paid during the training period, as for instance has been done in the case of the trainees of the orientation health training centres and the development officers' training centres, is essential. It is equally essential to provide for the regular and prompt payment of the salaries and allowances of the trainees during their stay in the training centre.

100. The syllabus followed in the training centres for the 5 months' course is given in Appendix 'F'. The same syllabus is followed in the case of both men as well as women trainees. The syllabus for the additional 3 months' course given to social education organisers who are to work in tribal areas, is given in Appendix 'G'.

101. The first question that has to be considered in connection with the syllabus is, whether the present arrangement of a common syllabus is suitable. We agree with the recommendations of the Sixth Development Commissioners' Conference that the women social education organisers should concentrate on the women of the rural areas and that the approach to the women has to be different. This difference in approach requires that in the training programme

there should be a clear differentiation since obviously the training has to be related to the work expected of the women social education organisers. The aim in social education is to effect a change in the outlook and effective work can be done only if the approach to the women is through programmes designed specifically for them.

It seems that apart from the basic instruction in sociology, the philosophy of community development, the principles of extension work and matters of that nature, the training, particularly the practical training, should be with reference to the programmes specially directed towards the women of the villages. It seems to us that there would have to be a considerable reorganisation of the training centres either to separate the training of the women from the training of the men or, alternatively, to provide for a clear bifurcation in the training programme so far as practical work is concerned between the men and the women trainees. Precisely, how this is to be done is a matter requiring more detailed consideration than we have been able to give it. Besides, we presume that with the integration between social education work and social welfare work, so far as women are concerned, a re-drafting of the objectives and programmes will be done and suitable training programmes devised with reference to those objectives and programmes.

102. As in the case of the syllabii for the training of other personnel, though it is possible to suggest minor modifications, it appears broadly that the syllabus outlined for social education organisers is suitable. There have been frequent discussions of the syllabus at conferences of Directors of Social Education Organisers' Training Centres and suggestions for improvement have been made from time to time. Many of the suggestions consist more in a re-arrangement of the contents of the syllabus rather than in any radical alteration of it. There is, however, a general feeling which does not appear to be unjustified, that during a short period of 5 months, too much is being attempted with the result that perhaps the quality of instruction suffers. We would suggest the re-arrangement of the syllabus in two parts, the first part dealing with the background knowledge essential for a social education organiser if he is to be successful in achieving the objectives which we have attempted to define in broad terms earlier. This part would, therefore, naturally consist of a fairly intensive course on the fundamentals of citizenship, the self-governing organisations from the village up to the national level, rural economic conditions, and social psychology particularly with reference to the rural population as well as a sound grasp of the philosophy of the community development movement, the nature and scope of extension work and the role of the social education organiser as the prime agent in educating the people to the need for a change in their outlook and subsequently as the specialist assisting the other extension officers in putting across to the people effectively the changes in techniques and procedures which they consider necessary for effecting improvement in the conditions of the people. In regard to this latter part of his work, therefore, it is not necessary for the social education organiser to have intensive training in agriculture, animal husbandry, public health, etc., but only to have a sufficient understanding of the existing conditions, the possibilities of improvement and the agencies which should be enlisted in effecting the improvements. In addition since change in outlook can only come from within the minds

of the people themselves, though it can be stimulated by external agencies, the social education organiser has to establish himself with the people through special programmes of work for which he, with such assistance as he can derive from the Gram Sevaks and the village teachers as well as the village leaders, will have to be primarily responsible. The programme suggested for this purpose by the Sixth Development Commissioners' Conference is suitable and during his training efforts should be made to give the social education organiser an opportunity to acquire to an adequate degree the skills needed for effectively implementing these programmes. In respect of both the parts of the syllabus, therefore, it is not so much a question of drafting the syllabus as the method followed in the training institutions for imparting instruction which is important. It is in this regard that we are doubtful whether the methods followed in the institutions are entirely appropriate. It is stated that these institutions follow a "problem approach" and a "job orientated" scheme of instruction. We cannot, however, help remarking that there is far too much of lecturing in the class room and far too much emphasis on methods of communication to mass audiences rather than on individual approach to likely villagers who could, after being convinced of the need for change in outlook, act as educators of their followers and through them of the village community as a whole. In other words, there does not seem to be adequate discussion in small groups and adequate opportunity for learning to persuade by conversation rather than by lecturing. Needless to say, the acquisition of the skills necessary for implementing the programme in the social education field suggested by the Sixth Development Commissioners' Conference requires that in the training centres there should be adequate facilities available for the trainees to learn by doing. We consider that the most effective method for improving practical work is for the training centre to organise in villages around it, items of work in respect of each aspect of the programme to be followed in the N. E. S. and C. D. Blocks. This would obviously require that there should be near each training centre, a block whose programme in regard to social education should be drafted in consultation with the director of the training centre and the execution of that programme should be done through the agency of the trainees under, of course, the guidance of the instructors. The facilities available for this purpose are not certainly adequate in all the centres. In the Himayatsagar Centre, for instance, the villages round about Himayatsagar have been the object of attention not only of the Social Education Organisers' Training Centre but also of the Development Officers' Training Centre as well as the large number of extension training centres located there and, in addition, they also receive attention from the extension wing of the Agricultural College as well as other Institutions which have work in villages as part of their training programme. It was said that because of this over-working of the villages round about Himayatsagar, the trainees were taken to villages at a distance of 80 to 100 miles from the training centre and made to stay there for a continuous period of about three weeks. In certain other centres the number of villages to which the trainees were being taken for practical work was so small that it is doubtful if they could be given practical experience of the various aspects of the practical programme, for which the S.E.Os. would be responsible.

103. At present the practice followed in regard to the training in field work is either to make the trainees do practical work for a few hours every day in the week or to run a training camp in the villages for a period of 3 to 4 weeks. The Directors of the Training Centres in their conference of 1955 suggested that a more satisfactory arrangement would be to hold a camp for a week or two at the beginning of the course. Then during the course periodical visits would be paid to the villages and towards the end of the course a further camp of a week or two weeks' duration should be arranged. It seems to us that this suggestion is worth being followed by every training centre.

104. The same conference also recommended that during each course, as a part of the practical field training, the training centre should organise in collaboration with the State Government at least one training camp for village leaders and another for adult literacy teachers. Where this suggestion has been given effect to the results have been satisfactory. We would, therefore, recommend that this practice should be followed by every training centre.

105. Apart from this village practical work, in the training centre itself the trainees are expected to do a certain amount of agricultural operations, sanitation and manual work, learn some crafts and the work connected with various village industries and, in addition, to spend a fair amount of time in doing what may be called the domestic chores of the campus. And the routine appears to vary from centre to centre, in some a considerable time being spent on these purely domestic chores which, whatever may be their value as a method of self-discipline, can only be of subsidiary interest from the point of view of the main work of the social education organiser. We are aware that the insistence on this kind of work is based on a philosophy of life which we would not like to be considererd to criticise. All that we are suggesting is that the entire programme in the training institution should be designed to subserve the objective for which the social education organiser is provided in the community development organisation. We would, therefore, suggest that it should be considered whether some additional time could not be found, by reducing these items of work, for more systematic and more continuous work in the villages.

106. The emphasis sought to be given to the preparation and use of audio-visual aids and on the cultural aspects of the work of social education by the various Conferences of Directors of Social Education Organisers' Training Centres seem to us to be correct, but the organisation of these programmes in the training centres seem to us to be capable of much improvement. For instance, we witnessed in one training centre a variety programme which, though it appeared to give considerable enjoyment to the participants in the programme, struck us as having neither artistic merit nor educative value and certainly it did not appear to us to be such as was likely to interest the village people. What is necessary appears to be to enlist the assistance of artists of repute to stage performances, arrange musical evenings, bhajans, etc., so that the trainees could have a clear appreciation of these arts and can, when working in the field, attempt something worth while rather than put on any show anyhow.

107. Except for the first course held in the various Centres which was of only three months' duration, the period of training in subsequent courses has been five months. Several of the directors of the training centres have held the view that a period of five months is too short for the training intended by the syllabus. Some would like this period to be extended to ten months and one or two to twelve months. The view that the period should be extended to at least ten months was expressed in more than one conference of the directors of the social education organisers' training centres. Though the force in the suggestion was recognised, extension of the period has not been agreed to mainly because the need for social education organisers cannot be met fully if the time taken for training is doubled. We are impressed by the force of the arguments in favour of extending the period of training. We, however, also recognize that if the programme of covering the country within the Second Plan period by N. E. S. blocks is to be successfully achieved, either the existing period will have to be retained or the number of training centres doubled. On the whole it does not appear to be a practical proposition to double the number of training centres in view of the difficulty of securing suitable training staff. Nor can the intake of the existing training centres be enlarged to any appreciable extent without sacrificing the quality of the training that is being given. We, therefore, suggest that the period might continue, as at present, to be five months. If, as we have suggested earlier, the syllabus is modified and further if the instruction given in the various subjects included in the syllabus is systematized by the provision of adequate material for the guidance of the instructors, it might be possible, despite the shortness of the period, to secure a higher standard of competence in the S. E. Os.

108. The S.E.Os. working in tribal areas have, after completing the five months' training in the ordinary training centres, to undergo a further course of three months' training at the centre at Ranchi. The Director of this centre also has expressed the view that the course at Ranchi should be increased to four months. We are doubtful whether it is really necessary to do so, particularly in view of the fact that the training in this institution is intended only to supplement the training already given in the normal training centres.

109. On the recommendation of the Conference of Directors of Social Education Organisers' Training Centres held in September, 1954, a special course of three months' duration for women S.E.Os. was started at Baroda. To this course women S.E.Os., who had completed the five months' training in the Social Education Organisers' Training Centres and had also had some field experience, were sent. Two such courses were conducted. As a result of the review of the experience gained in conducting these courses, the Development Commissioners' Conference in Simla in 1955 recommended that it was not necessary to have a separate course and that the training intended to be imparted in the special course could be incorporated in the five months' training at the social education organisers' training centres. This recommendation was accepted and the special courses were discontinued from January, 1956. As we have mentioned earlier, it seems to be necessary to recognise the need for differentiation in the training of the men and women S.E.Os. on the basis of the difference in the programme of work which they would

have to undertake and it does seem to be necessary to reorientate the syllabus in the social education organisers' training centres so as to provide special instruction for women in regard to the skills needed for undertaking the programmes for women in the rural areas. Since, however, there would still be a fair amount of common training, particularly on the theoretical aspects of social education, it seems that the more economical and perhaps more satisfactory course would be to continue these training centres as mixed institutions, though there would have to be modifications in their organisation particularly by the provision of additional women staff to give attention to the specialized training in programme activities to the women candidates.

110. No regular refresher courses for social education organisers working in the field have been held in the training institutions, though in a seminar held in July, 1956, a suggestion was made that refresher courses of 7 days' duration should be arranged annually. But in quite a number of States, however, intra-State seminars of the social education organisers of the State are being held and these seminars are being attended, among others, by the directors and the staff of the training centres. We consider that a regular seminar of not more than a week's duration once a year for social education organisers conducted at the training centres would be of considerable advantage in enabling the field workers to discuss in the presence of the staff of the training centres the practical problems encountered by them. This would also give the staff of the training centres a more correct appreciation of the needs of field work than can be secured by their occasional visits, which is all that they are able now to undertake, to the blocks. If selected village leaders could be invited to come and live in the training centres and participate in these seminars, we feel that considerable benefit would be derived by the village leaders as well as by the S.E.Os. and the staff of the training centres. We would further suggest that apart from the seminars short visits by village leaders to the training centres lasting a couple of days or so could with advantage be arranged for. The benefit of this is bound to be appreciable, especially in the field of social education, where the much more subtle and much more difficult task of changing the outlook of the villagers is being attempted and the most promising method for effecting it is to enlarge the agency engaged in this task by enlisting the villages leaders as active participants in the process.

111. There are at present 9 Centres for the training of social education organisers. Of these, the one at Ranchi, which is under the direct administrative control of the Ministry of Community Development, is intended to impart supplementary training for a period of three months to social education organisers working in the tribal areas. The remaining 8 Training Centres conduct the general course of 5 months' duration, both for men and women. Of these, only one, the Centre at Nilokheri is under the direct control of the Ministry of Community Development. The rest are being run by other private agencies who, however, receive from the Ministry of Community Development a grant to cover the total cost of the training.

112. The capacity of these centres is 1040 trainees per annum, which is inadequate for the requirements of the country if the planned programme of opening new blocks is to be adhered to. The Ministry of Community Development has, therefore, it is understood, decided to start 5 more centres with an annual capacity of 640. It is anticipated that with the opening of these additional centres, the total number of S.E.Os., trained would be adequate to meet the requirements of the blocks proposed to be opened up to the end of the third year of the Plan. The position is proposed to be reviewed after that to see whether further centres have to be opened.

113. The conferences of Directors of the Social Education Organisers' Training Centres held from time to time have made recommendations for the improvement of the equipment and the teaching aids in the training centres. We think the acceptance of these recommendations and their early implementation would lead to improvement of the facilities.

114. For the training centres directly run by the Ministry of Community Development, qualifications have been prescribed for the various categories of staff. The prescribed qualifications are reproduced in Appendix 'H'. The other training centres are in the charge of directors who hold their posts in an honorary capacity but are assisted by salaried deputy directors. The private institutions which are responsible for these centres have been allowed the liberty of prescribing the qualifications, pay scales and conditions of service of the teaching staff to be employed in them. They all have their own rules and procedures for the selection of the teaching staff. It would, we think, be a tall claim to say that these institutions have always been able to attract the right type of instructors, nor have they all been able to retain instructors for adequate periods. In some instances the turnover of the staff has been rather rapid; in one centre the entire staff had to be changed in one sweep. A case also came to our notice of the employment of an Instructor, who was not even a graduate, who had no field experience and who was also below the age of 24. We would not like it to be understood that the position in regard to the qualification and experience of the Instructors is uniformly bad in all the centres. But the position taken as a whole cannot be said to be very satisfactory. Two serious difficulties seem to be responsible for this somewhat unsatisfactory state of affairs. Since the training centres are run by private institutions and the instructors are employees of these private institutions, the institutions are not able to take advantage of a likely source of promising instructors, namely, the field staff working in the blocks, since the latter are Government servants. Secondly, since the conduct of the training programmes is financed by a system of grants-in-aid, the institutions naturally offer only temporary service and the instructors are not given retirement benefits and other privileges associated with permanent service. The feeling of impermanence and lack of security has been responsible for a certain amount of dissatisfaction in the minds of the instructors and there is certainly a tendency for the instructors to avail of other more permanent appointments when the opportunity occurs. We feel that it should be possible to make some arrangements by which field personnel considered suitable for working as instructors can be seconded to these institutions for specified periods. The rotation of

field staff and instructional staff is of no less importance in the matter of the training of S.E.Os. than in the case of other personnel. It is recognised, however, that for certain subjects it may not be possible to secure suitable persons from the field and that instructors would have to be recruited specially for the institutions. In the case of such persons it is necessary to give them the benefit of permanent service with its concomitants, like a regular scale of salary and definite leave and retirement privileges. So far as retirement benefits are concerned, it should not be difficult to institute a contributory provident fund, the institution's contribution being recognised as part of the expenditure to be reimbursed by grant-in-aid by the Ministry of Community Development. In fact a suggestion to this effect was made by the Conference of Directors of Social Education Organisers' Training Centres in December, 1955.

115. The bulk of the teaching staff has been recruited directly by the institutions. The number of instructors with experience in the field is very limited. There is no regular system of giving field training for persons directly recruited as instructors and the only training given to them consists of annual seminars of about a week's duration, to which instructors from all the social education organisers' training centres are invited. This certainly gives them some opportunity to exchange ideas and benefit from one another's experience. But we think it is necessary to provide for more systematic field training of the instructors before they are entrusted with instructional work in the training centres. The Directors' Conference in 1955 suggested that this field experience might be limited to two to three weeks during which period the instructors might spend a week at one of the existing training centres and a couple of weeks in the project area. This suggestion has been followed in the case of the recently started institutions. We, however, feel that this is rather inadequate. It seems to be necessary to make the field training a little more systematic and to be related more closely to the work of the S. E.O. in the field. We are doubtful if this can be secured in less than three to four months of regular attachment to a selected S. E. O.

116. The Conference of Directors referred to above also recommended that every instructor should be deputed to a project area for about three months for study and observation of the programme in the field. It does not appear that this recommendation has yet been put into practice. What is done, however, is to send the instructors to visit project areas in the intervals between courses and occasionally even during the course. We consider that though these visits are useful, they cannot be a substitute to the regular deputation to the field of instructors in turn for a period of at least three months each. We would, therefore, suggest that action should be taken to give effect to this suggestion.

117. As we have observed earlier, it seems to us that there is scope for greater attention to be paid to the manner in which the various subjects included in the syllabus are taught during the course. From our visits and discussions we were left with the impression that there are considerable variations in the manner of dealing with the syllabus depending very much on the individual predilections of the instructors. This has been partly the result of

the absence of adequate preliminary training of the instructors and partly of the absence of any standard text books. The suggestions made previously that instructors should be requested to prepare lecture notes and circulate them to the various centres, after which in the light of comments and criticisms they were to be drafted in the final form and consolidated into a textbook for the trainees seems to us to be a quick method of making up the rather serious defnciency in this respect. We were rather disappointed to note that progress in this direction has not been appreciable. We would suggest that more serious attention should be paid to this. Perhaps one method of securing more rapid preparation of teaching material would be to constitute small committees of selected instructors for each of the subjects, who could draft suitable lecture notes which could subsequently be discussed in a conference of all the instructors in the particular subject and finalised.

118. We have already referred to the rather inadequate facilities available in most of the centres for practical work in the villages. This has arisen because of the fact that none of these training centres run by these private institutions, has a community development block in or around it. Some of them have a few villages but in most the facilities available are totally inadequate. As we have laid stress on the trainees being given instruction in the execution of programmes in the field in conditions similar to those which they would face when they begin to work independently as social education organisers, we would suggest that early steps should be taken to make good this deficiency.

119. Almost all the centres maintain records of the progress of the individual trainees and at the end of the course there is a written test and *viva voce*. An officer of the Ministry of Community Development or the Ministry of Education is associated with the staff of the centre in the conduct of the *viva voce*. The Himayatsagar Training Centre had devised a card for recording the progress of the trainees and this form was circulated to all the training centres for adoption. The form was rather too elaborate and we found during our visit to Himayatsagar that even the Social Education Organisers' Training Centre there was not able to maintain the records of individual trainees in this form. We are also rather doubtful whether it is really necessary to have such an elaborate form. It should be possible for the instructors to have a fairly clear idea by the end of the course of the capacities and achievements during the course of each trainee and to evaluate him from the point of view of the benefit he had derived from the training and the promise he offers of making a successful social education organiser.

120. We agree with the recommendation made by the seminar of instructors in 1955 that to secure a measure of uniformity in the standards of training imparted in these institutions there should be common question papers for the end of the course assessment. But we would like to emphasise that this should be reinforced by systematic and continuous assessment throughout the course by the staff of the institution and too much reliance should not be placed only on the written and other tests at the end of the course.

121. In order to follow up the work of the trainees in the field, it was suggested by the Conference of Directors of Social Education Organisers' Training Centres in 1953 that State Governments should send in the prescribed *pro forma* six monthly reports on the performance of the S.E.Os. in the field. Not all the State Governments have acted on this recommendation. The Conference of Directors in 1955 modified the previous recommendation and suggested the holding of Intra-State Seminars of S. E. Os., in which the instructors of the training centres would also participate. This, they considered, would be more suitable than the six monthly report. These seminars are being held fairly regularly. We are doubtful, however, whether the holding of these seminars, good as they are, can be considered to be a wholly suitable substitute for a regular and systematic follow up programme. In our view the most satisfactory arrangement would be for the staff of the training centres to visit the development blocks and see for themselves how the work is being done and what modifications and adjustments in the method of training would be needed to overcome difficulties experienced in the field. Though a few such visits do take place, they are not as many as is desirable. The reason for this appears to be partly the shortage of staff and partly the absence of financial provision to meet the travelling expenses of the staff during such visits. We would suggest that arrangements should be made to make it possible for such visits to be undertaken systematically. In association with the suggestion for recruiting for specified periods persons from the field to the instructional staff and the attachment of instructional staff periodically to the blocks, it should be possible to secure a more satisfactory system of follow-up than exists at present.

122. As we have mentioned earlier, except two of the institutions, others are run by independent non-official organisations. It is, therefore, not possible for formal inspections to be conducted by an outside agency of these training centres. All that is possible, and is being done, is for officers of the Ministry of Community Development and the Ministry of Education to visit occasionally these training centres and discuss their problems with the management and suggest such modifications and improvements as occur to them for the consideration of the management of the institution. We would, however, like it to be considered whether it would not be possible to provide for a more regular and formal system of inspection. Inspection after all is not intended only, or even primarily, to find fault but to make available to one institution the experience with the inspecting officer gathers from his visits to the other institutions. There is no field of human activity where it is not possible to derive benefit from such knowledge and information.

CHAPTER V

BLOCK LEVEL SUBJECT MATTER SPECIALISTS

123. The key functionary at the village level, that is the point of contact with the people is the Gram Sevak, who is a multi-purpose worker. This organisational arrangement is different from the normal practice of specialization followed in organising any service. The normal practice is for the total work to be done to be sub-divided into its specialities and the specialities further sub-divided into what may be called sub-specialities and specific jobs. Under this arrangement the person at the base of the organisational pyramid would be a person with full technical knowledge of the particular job with which he is to be entrusted. In view of the fact that the Gram Sevak is to be entrusted with a large variety of jobs, each of which, if it is to be done competently, requires specialized training, which would extend in many cases over a considerable period, it is not expected of him that he would be able to perform his duties without considerable guidance and support by persons specializing in particular aspects of his work. For example, in the agricultural field in States which have a functionary called the agricultural field-man, the training given to him extends for about a year and he is expected to confine himself only to agriculture. Similarly the veterinary stockman, after receiving a year's training confines himself primarily to veterinary work with perhaps some animal husbandry work. On the other hand, the Gram Sevak who receives altogether 18 months' training has to be able to attend to the agricultural and animal husbandry needs of the villages as well as to several other items of work, like social education, village industries, co-operation, etc. This arrangement has been made primarily from the point of view of the convenience of the rural population, which could by approaching one official secure the services and facilities offered by the various specialized agencies of Government. The training of the Gram Sevak has necessarily to be of a general nature as we have indicated earlier. But if the service to be provided to the people is to be of the quality needed, the limitations of the Gram Sevak have to be clearly borne in mind and he has to be reinforced by specialists of higher calibre at the block level. The organisation, therefore, provides for subject matter specialists in agriculture, animal husbandry, co-operation, cottage industries, engineering and social education at the block level. The social education organiser is a new functionary introduced into governmental administration for the first time since the inauguration of this programme of community development. Since no regular system of imparting training in social education existed in the country, separate arrangements had to be made for the purpose. In the matter of co-operation, though co-operation departments have existed for a fairly long time in practically every State, the method of training was the normal one followed in a number of Government agencies recruiting personnel with general education, namely, training the persons on the job. But with the increasing emphasis laid on co-operation in the sphere of community development and with the important role assigned to co-operation in the programme of work to be undertaken in the blocks, the need for systematized

training of the personnel to be allotted to the blocks was felt and arrangements have been made for separately training these persons. We had no particular opportunity to see the training institutions for co-operation personnel and are, therefore, offering no comments on their training. The other subject matter specialists are recruited into Government service after they have obtained professional education in the existing institutions giving such education. They are, therefore, qualified in the professional aspects of their work. In regard to them, however, what was needed was not professional education but orientation to the new methods of work, emphasizing the co-ordinated approach to the problems of rural development and the techniques of extension work. The need for this was realised somewhat late, but in letter No. F.5(7)/54-Ext., dated 20-10-1954, the Ministry of Food and Agriculture authorized the undertaking of such orientation training to agriculture and animal husbandry extension officers in 17 of the extension training centres. At the time of reporting 13 such centres have been opened. Only the States of Madhya Pradesh, Bombay, West Bengal and Mysore have yet to organise this training. So far no arrangements seem to have been made for giving orientation training to the engineering personnel of the blocks. Presumably the reason for the exclusion of engineering personnel is the difficulty of fitting them into the course of training, the syllabus of which has been drawn up with only the agriculture and animal husbandry extension officers in view and also, possibly, the shortage in the supply of such personnel resulting in a number of blocks being left without them.

124. The syllabus which has been prescribed is reproduced in Appendix I. This was intended to be covered mainly by the staff of the extension training centres assisted by an agronomist specially appointed to the centres where such training is being undertaken. The point which strikes one when the syllabus is scrutinized is that even though the persons intended to be trained already possess professional qualifications in agriculture and animal husbandry, they are to receive further instruction in these very subjects. There certainly would be nothing to criticize in it if the aspects to be emphasized had been specially selected with reference to the particular problems of a local area in respect of which the training given in the professional colleges could not but have been of a general and perhaps elementary nature. If it was intended to provide this supplementary instruction, then obviously the staff to be entrusted with such work would have to be specialists in those aspects. But as we have mentioned earlier, the staff to give this extension training is the normal staff of the extension training centres assisted by an agronomist. The bulk of the staff of the extension training centre has more or less the same qualifications as the extension officers to be trained, and in many cases the extension officers are persons with considerably longer field experience, though not necessarily in the blocks, than the instructors themselves. It seems to us that this is not a very satisfactory arrangement. Further whether the officer to receive this extension training is an agricultural officer or a veterinary officer, the syllabus is identical. Here again the position seems to be unsatisfactory because if instruction in the subject matter which an extension officer would deal with is to be given in these institutions, it would have to be of a standard higher than that up to which such officers had already received training in their

professional institutions, which would mean, for example, that an agricultural extension officer would find instruction on animal husbandry subjects to be of two high a standard and similarly an animal husbandry extension officer would find the instruction in agriculture to be of a standard much beyond his capacity to follow and much beyond his needs since he would continue after the training to concentrate on his speciality. The position in actual practice in one of the training centres, which we visited, was even more unsatisfactory, in that in one batch of trainees animal husbandry, agriculture and engineering officers were included and given the same course of lectures.

125. The visits we paid to the field to see the work of the Gram Sevaks did bring forceably to our notice that the guidance and assistance which the Gram Sevak is receiving from the extension officers for the performance of the services for which he is responsible is not as satisfactory as could be desired. This seems to be largely due to the fact that subject matter specialists at the block level had not been sufficiently orientated towards extension methods and techniques, nor had they fully appreciated the basic intention underlying the form of organisation which has been set up for community development. We recognise that the training in extension methods of these specialists requires serious attention, but we feel that this training should be confined to only the philosophy of the community development movement, a thorough understanding of the organisational pattern and the role of each level of worker, the need for co-ordinated development of all aspects of village life and the extreme importance of the specialists at the block level constituting a team of workers under the leadership of the block development officer and finally the basic methods of extension of work which aim at changing the outlook of the people and making them actively desire improvement of their conditions. It seems to us that probably the most satisfactory training would be for all these specialists (other than, of course, social education organisers, and co-operation officers, who are being trained separately and who have to be trained separately since their training has to cover both the professional and extension aspects of their work) to be given training in the above aspects of their work in a common institution as a team. We do recognise that in existing conditions it may be difficult to arrange for training of all the block development officers who have to be trained as well as these extension officers at the few development officers training centres that exist. Though we feel that such combined training would be probably the most suitable, in view of the administrative difficulties that may arise we would suggest that while continuing this training at the extension training centres, the syllabus should be recast to concentrate only on the aspects mentioned above, leaving out instruction in the speciality of each officer. We do recognise that extension officers would require further instruction in their own special fields. But this, in our opinion, could best be given by special seminars or special training courses arranged by the parent departments of those officers rather than in central training institutions to which specialists in different fields are to be sent for training. A modified course of this nature could, we think, be adequately dealt with in a period of about six weeks or two months at the most.

126. While we are on this subject we would like to mention that even the block level specialists are not experts in the entire range of the subject matter with which they are concerned and it is necessary to provide for an adequate backing of these officers by experts at the State level. In this connection we would commend for consideration the suggestion to associate with the research departments of the professional institutions dealing with agriculture, animal husbandry, etc., special extension officers at the State level who would be charged with ensuring a two way traffic of carrying the researches to the field through the block extension officers and carrying from the field problems encountered there which can be solved only at the research wings of the professional institutions. The arrangements we have in view are somewhat similar to those of the old Bombay State where the heads of departments in the State Agricultural College are responsible for teaching, research, and extension throughout the State in their subjects and for which they are given special assistants.

CHAPTER VI

ORIENTATION OF HEALTH PERSONNEL

127. When the N.E.S. block proceeds to the intensive development stage, it is intended to set up in each such block a primary health centre under a medical officer with a team consisting of a compounder, a sanitary inspector, a lady health visitor, and four midwives. At this stage the entire programme of work in the field of medical and public health services of the block is to be entrusted to the primary health centre assisted by 3 sub-centres for maternity and child welfare work, each manned by a midwife out of the 4 midwives provided for the primary centre and supervised by the lady health visitor. The professional or vocational training of these categories of personnel are the responsibility of the institutions run for the purpose by the Universities or the Medical and Public Health Departments of the Governments. But since the scheme of primary health centres is new and since a co-ordinated approach to the preventive and curative aspects of public health is to be emphasized, it was considered necessary to give orientation to the personnel that would man the primary health centres to the new type of work in which working as a team is of primary importance. For this purpose three training centres have been set up at Najafgarh, Singur and Poonamallee. To them were to be sent complete teams of personnel so that during the training emphasis could be given on team work in tackling the health problems of rural areas in an integrated manner. The training was intended to orientate these teams of health personnel to rural health conditions and health problems with special emphasis on the preventive side and to give them sound training in extension techniques because particularly in the matter of preventive medicine, education of the people is the only method which would produce sustained results.

128. The syllabus prescribed for this purpose is reproduced in Appendix I and appears to us to have been well thought out and suitable. The staff at the Poonamallee Training Centre have suggested a few minor modifications, which as a result of the visits paid by the officer-in-charge of that centre to the field, he had introduced with considerable success in his centre. We would suggest that these modifications may be incorporated in the syllabus followed in the other two centres also.

129. The period of training in the centres is 8 weeks. It is not considered to be inadequate, but it was suggested by the staff at the Poonamallee Training Centre that if it could be slightly extended to three months, perhaps more satisfactory results could be obtained and advantage could also be taken of the location of the action-*cum*-research centre, which has recently been opened at that place to give the personnel under training the benefit of the work done by it. To us, as laymen, this suggestion seems to be worth considering.

130. As we have mentioned the intention was that the persons sent for training to these centres should constitute complete teams of the various kinds of personnel which would be engaged in the

primary health centres. However it has not been possible for the State Governments to send an adequate number of lady health visitors and sometimes of sanitary inspectors, with the result that only medical officers, compounders and midwives have been sent mainly. We learnt that it has also not been possible for the State Governments to send a whole team which had been working together to the Centres or to post as a team the personnel of the various categories after training. The reasons are mainly administrative and it does not appear that in present conditions a recommendation that personnel of the various categories trained together should be posted back as teams would be feasible. However it does appear that efforts could be made by State Governments to post back to primary health centres, medical officers who had received such training. We did hear of instances where medical officers, who had received such orientation training, had been posted to urban dispensaries and the training which they had received primarily for working in rural areas had not been made use of. We also heard that some States have not been convinced of the utility of this training and have not been taking advantage of the facilities offered. In fact the centres are not always filled to capacity. Such States as have taken advantage of the training are convinced that the training serves a very useful purpose and we would suggest that steps should be taken to persuade the doubting States to take advantage of the facilities available in these institutions.

131. Since there are only three institutions in the country, the trainees sent to each institution are drawn from a number of States. The medium of instruction has presented some difficulties particularly in the centre at Poonamallee since the staff is not able without considerable difficulty effectively to communicate with non-English knowing personnel drawn from States like Saurashtra or Madhya Pradesh. The ingenuity shown by the staff to over come the difficulty is, however, highly commendable. In order to get over this difficulty, it seems that it would be desirable, even though it involves a departure from the idea of training the personnel as a complete team, that non-English knowning persons should not be sent to these centres but that the State Governments concerned should arrange for their training in their own States in their own languages. The category of personnel that would be primarily affected by this that of midwives and we understand that Madhya Pradesh is already following this practice.

132. The Najafgarh Centre has been experiencing considerable difficulty in securing the instructional staff. Even at present it has not been able to secure a suitable public health engineer. Part of the difficulty in securing suitable staff appears to be the temporary nature of the appointments, since the scheme under which these centres were started was originally sanctioned only for a period of four years, which expires this year, and no decision seems to have yet been taken about the continuance of the centres after 1957. The only satisfactory way of solving the difficulty about staff appears to be to take suitable retired persons and offer them contracts for a period of about three years. Some retired personnel have been engaged but their terms of appointment are renewable every year

and this creates a certain amount of uncertainty about their tenures among such persons.

133. We were able to study in some detail only the work that was being done at the Poonamallee Centre. We were not able to visit the Singur Centre and could only pay a very brief visit to the Najafgarh Centre at a time when there were no trainees in residence and when the full complement of staff was also not in position. What we did see at the Poonamallee Centre impressed us considerably. One handicap, however, which the Centre was suffering from, was the absence of adequate facilities for village work in conditions approximating to those prevailing in the blocks, since there was no N.E.S. Block in or near the Centre. Therefore, such village work, as was being done, was confined to a few villages round about in which only special health programmes were being undertaken. We understood while we were there that the Government of Madras was thinking of opening a block in and around Poonamallee and when this is done, we think that the difficulty experienced by the centre in the matter of facilities for field work would be overcome.

134. At the Poonamallee Centre, a weekly evaluation of the progress of the trainees is done by the members of the staff and at the end of the course, a test both written and *viva voce*, is held. We understand that only the results of the test are communicated by the officer-in-Charge of the Training Centre to the Governments of the States from which the trainees come, but a full assessment of the trainees' performance in the centre is not communicated. We would suggest that the Officer-in-Charge should be authorised to communicate to the State Governments his views regarding the progress made by the individual trainees during their stay in the training centre. In the other centres, we understand that only the final tests is held, but even the results of the test are not communicated to the State Governments. In this respect we would commend the adoption of the practice followed by the Poonamallee Centre by the other centres also. The Officer-in-Charge of the Poonamallee Centre has been visiting a number of development blocks in the period between successive courses. Since this period is only about a week at a time, he has naturally not been able to do as much follow-up as he himself would like to do. From this point of view as well as also from the point of view of reducing the strain on the instructional staff, which at present has to conduct 5 courses in a year, we would suggest that the gap between courses should be widened by reducing the number of courses in a year to 4. So far only the Officer-in-Charge has been authorised by the State Government to visit Blocks to see for himself the field work of the persons trained in the institution. It seems to us that it would be beneficial if other members of the staff are also authorised to pay such visits so that a large number of blocks could be visited and the other instructional staff also get first hand acquaintance with field conditions and field problems in the different areas of the country, from which trainees come to that centre. Recently we understand that orders have been issued authorising the visit of the officers-in-charge of the other two training centres to project areas. In their case also we would suggest that what has been recommended in connection with the Poonamallee Centre should be followed.

CHAPTER VII

BLOCK DEVELOPMENT OFFICERS

135. Like the Gram Sevak at the village level, the block development officer is a new functionary introduced in this programme at the block level. The main idea in providing for a general administrator at this level was to give effect to the intention of securing co-ordinated and integrated development in the rural area. Apart from the inadequacy of funds which resulted in the extent of assistance rendered to the people particularly in their economic sphere being insignificant compared to the needs, the main drawback in the system followed prior to the introduction of the community development programme was that each development department approached the rural population independently through its own hierarchy and there was very little co-ordination at the village level between the work of the various departments. The result naturally was that the full fruits of the work done in particular fields were not available, since for realising them simultaneous assistance from other allied departments was needed. The benefits of irrigation, for instance, could not be secured to the full extent unless simultaneously attention is given to improved methods of cultivation, use of better seeds, fertilizers and manures and improvement in the quality of the cattle. And as we have observed earlier, the villager was often not aware of to whom to go for securing the assistance he needed because of the multiplicity of officials he had to deal with. This difficulty was aggravated by the small number of persons which each department could afford to engage and consequently the large area which had to be entrusted to the charge of a single official. The provision of a multi-purpose Gram Sevak was intended to reduce this difficulty to the villager, and the appointment of a block development officer at the block level was intended to ensure that a properly planned programme of work giving adequate attention to the various aspects of development could be drawn up in association with the various block specialists and the necessary co-ordination between the various specialists secured. This is primarily an administrative responsibility. It was, therefore, provided that an administrative officer should be appointed at the block level not to function as the superior officer of the other block personnel but to function as the "Captain" of the team of officers stationed at the block level.

136. Since this approach was new and since the area of the block did not, and to a large extent could not, coincide with the existing administrative area for law and order and revenue purposes, it was considered essential to have a separate functionary. An incidental advantage of considerable significance was that such a functionary would be disassociated from the regulatory aspects of administration and would, therefore, provide evidence of the emphasis being placed in the new programme on the service aspect of developmental work. For this reason, also, it was recommended that revenue and law and order officers should not be entrusted with the additional work relating to the co-ordinated development of the rural area at the block level which is the point of contact with the people.

137. This consideration does not apply, at any rate with the same force, at higher levels. Besides, extending it to those levels would involve the setting up of a complete parallel organisation for development work for the State. And it would, far from facilitating co-ordination, exclude from development work the Collector, who has a significant contribution to make to it. Practically all the States, except one, accepted this arrangement, though it cannot be said that every one of them has given effect to it in the spirit in which it was intended to be put into operation. In one State, for instance, the block development officer has no independent position of his own and in fact very often draws even less salary than the block level extension officers. He functions largely as an assistant, without clearly defined duties, of the regular revenue officer of the sub-division, who may have in his charge more than one block and even if he has not, certainly has the responsibility for the normal administration of an area of which the block is only a small portion. In such circumstances the object for which the creation of this post was sanctioned cannot be said to be capable of realisation.

138. Be that as it may, the nature of the work to be done by this officer and his approach to the problems of rural development were to be new and it was considered necessary to give the persons selected to man these posts orientation in the work to be done by them. Therefore special training centres were opened directly under the administrative control of the Ministry of Community Development and three such centres are in existence. In order to meet the requirements of the blocks proposed to be opened in the Second Plan period, it is understood that the opening of a fourth centre has been sanctioned. This step, taken with the proposal to expand the capacity of each of the existing three centres from 30 to 45 trainees per course would secure that the number of trained block development officers available, from time to time, would correspond to the number of blocks proposed to be opened.

139. Though the functionary was to be new, it was not intended that the persons to be recruited for manning these posts should necessarily be persons drawn from outside the existing services. On the other hand, it was realised that drawing from the existing personnel of Government departments working in the rural areas would be an advantage. It was, therefore, suggested to the State Governments that they should recruit block development officers from the existing personnel of the State Civil Services or the Subordinate Civil Services, or other Revenue Services, extension officers in agriculture, co-operation, animal husbandry, etc., junior officers of the Indian Administrative Service, who would in time become Collectors or Deputy Commissioners and would, therefore, have much to do with rural development, and also by the promotion of village level workers, who had done outstanding work. If these sources were unable to provide an adequate number of recruits, then it was suggested that open market recruitment might also be made. For open market recruits, the minimum academic qualification of a degree was suggested and it is understood that most of the States have prescribed such a qualification. The upper age limit for direct recruits has varied from 25 to 45 years. Sometimes age limits are also prescribed for persons already in Government service, though it appears that this is intended more to exclude persons too old for rural work rather than to be a rigid qualification.

140. The recruitment of block development officers is done in the majority of States by transfers from the regular departments or by promotion of project personnel. In several States, selection committees have been constituted even for the selection of persons already in Government service. Where direct recruitment is made, it is done through the State Public Service Commission usually and in some cases even departmental candidates are selected through the State Public Service Commission. Most of the States have confined their selection to the persons belonging to the departments referred to above. In one State (Travancore-Cochin), however, the field of choice is even wider and all serving Government servants with at least three years' service and drawing a salary of not less than Rs. 150 per month, except teachers and judicial magistrates, are eligible to apply.

141. There is no regular system of giving training to the officers before their final selection as block development officers. There is, however, an arrangement in most States under which selected candidates are posted to the development blocks already operating in the States for a period of one to three months before they are sent to the development officers' training centres. The Travancore-Cochin Government had, at the time of our visit to the State, decided to give the selected candidates orientation training at the extension training centre in the fundamentals of extension work for about two weeks to be followed by a study tour of two weeks' duration to the existing projects and blocks in the State before sending them to the development officers' training centre. We think that this arrangement is a sound one and could well be adopted in the other States. In addition, we would like to suggest that, for full benefit to be derived from the training in the development officers' training centre, it would be desirable for these selected candidates to under-study a selected block development officer in the field for two to three months before they are sent to the institution.

142. In the development officers' training centre, instead of following the usual procedure of adhering to a prescribed syllabus, a new method is being followed. This method is described as intended to make the training programme "job orientated", so that the approach to the training could be the "problem approach". The syllabus enumerates the various jobs which have to be performed by the block development officers and an attempt is made to indicate the problems which they are likely to face in performing those jobs. This means that under each job a number of topics are enumerated and dealt with in the training course and it is hoped that this method will equip the officer adequately for performing his work. A classification of these jobs under 5 main headings is given in Appendix 'K'. During our discussions with the staff of these training institutions, we were given to understand that this method suffers from two defects. The first is, that the training staff has difficulty in undertstanding how to handle the syllabus during the course, and secondly, it was suggested that, after the completion of the course, the impression left is that the course has ranged over a number of jobs without giving the trainees a clear conception of the work of the block development officer as an organic whole. We think that there is considerable force in this view which found support among the principals of the development officers'

training centres in their conference of 1954. As can be seen from a scrutiny of the description of the jobs under the five-fold classification adopted for the training course, what is intended is to give a fairly good grounding in administrative theory and practices to the block development officers with particular reference to the various aspects of development work in rural areas. It seems to us that the prescription of a syllabus bringing out this fact clearly and planning a course of theoretical instruction on the fundamentals of these aspects of administration supported by the imparting of knowledge, both in the class room as well as in the field, of the programmes of work which have to be undertaken would not only be a more logical arrangement but would probably also be conducive to equipping these officers to perform their duties better. The "Job orientated approach" seems to be more suitable for persons to be trained as technicians for doing specified jobs rather than to administrative officers entrusted primarily with the duty of planning programmes, securing the co-ordinated execution of the programmes and the subsequent evaluation of the performance. If it could be arranged without serious administrative difficulty, we would suggest that the training of block development officers should be done along with that of extension officers of the block level so that during the period of training the importance of team work can be emphasized. In this connection, we are constrained to remark that, though in the three places where the training of B.D.Os. is being undertaken there are social education organisers' training centres as well as extension training centres, there does not appear to be as much joint participation in programmes of the three categories of personnel as is desirable. We are suggesting in a later chapter certain methods for overcoming this defect which appears to be mainly one of co-ordination. We do recognise that it may not be easy, at least in present conditions, with the pressure on the training centres of the various categories to turn out the personnel in the numbers needed for manning the blocks to be opened during the Second Five Year Plan, to arrange for the combined training of B.D.Os. and block level extension officers. But the object with which this suggestion has been made could be secured to some extent if at least the personnel undergoing training in the other institutions situated in the same place are associated in their practical work with the B.D.Os.

143. Originally the period of training was six weeks but since the Development Commissioners' Conference of 1955, it has been extended to eight weeks. We think that even the period of eight weeks is inadequate particularly if recasting of the syllabus, as suggested by us to give some emphasis to the theoretical background, is accepted. We would, therefore, suggest that the period might be extended to three months.

144. As in the case of other personnel, practical training to be of real value will have to be given in conditions approximating to the conditions which the development officers will face when they take up their positions in the field. It seems to us, therefore, essential that the opportunity to work continuously throughout the training period in the blocks should be available, whether this is provided by making the principal of the training centre the block development officer or by some other arrangement which effectively ensures

that in the preparation, execution, and evaluation of the block programmes there is close association with the staff and trainees of the development officers' training centre. What we have in view is that the continuous work which will be going on in the block would comprise several aspects of the development programme and each item of the programme will be in different stages in different villages of the block. If the Block Development Officers during their training period are assigned to villages in the block in such a way that they have an opportunity of watching and participating in the execution of these programmes, they would get a much clearer appreciation of the work they would have to do after the completion of their training. Care will have to be taken to assign these officers to villages in such a way that every one of them would have a chance of seeing and participating in the various stages of the execution of a programme from the initial survey and drafting of the programme to the final evaluation of the achievements. It is recognised that during the course they would not have an opportunity of seeing through from the initial stage to the final evaluation of any particular item of work. But it should be possible for them to see in respect of the items of work undertaken in different villages every stage of the execution from the time of the preparation of a programme for that item of work to the final evaluation of the results achieved, though necessarily the different stages can be seen only at different places. The precise method of providing these facilities is a matter of administrative detail which could be settled in accordance with the prevailing local conditions. But such opportunity should be provided in adequate measure, cannot, we think, be gainsaid.

145. In the original scheme of the training centres, provision was made only for a principal and a vice-principal and it was expected that assistance would be available for dealing with the subjects covered by the syllabus from the lecturers drawn from the other institutions in the place like the social education organisers' training centre and extension training centre as also by lecturers invited from outside. Subsequently the permanent staff was increased by the addition of an instructor in cottage industries and an instructor in co-operation. Outside lecturers are being invited but the assistance anticipated from the staff of the other training centres located in the place does not appear to have been forthcoming to the extent desired.

146. The qualifications prescribed for the instructors seem to us to be suitable, but as in other types of training centres, there is no system for giving training to the instructors before they actually start teaching, nor is there any regular system for in-service training. All the instructors, however, are persons who have had previous experience of project work. It is understood that the Union Public Service Commission, through whom recruitment has to be made to these posts, advised that State Governments should be requested to suggest names of suitable persons working in the field for consideration for appointment as instructors, from which names, after interview, the U.P.S.C. could prepare panels from which fresh instructors could be drawn and those who had spent sometime in the training institutions sent back to the field. This arrangement has

not yet been given effect to, but we consider that the early implementation of this suggestion would provide for systematic interchange between field and instructional staff and also facilitate the training of instructors to the benefit of both the training institutions as well as the field programme.

147. In two of the training centres, the trainees are subjected to a written test at the commencement of the course and another written test on the same subjects at the end of the course, and the evaluation of the progress of the trainees is done partly on the basis of a comparison between their performances in the two tests and partly on the basis of the periodical assessment made by the members of the training centre's staff throughout the course. The result of such assessment is forwarded to the State Governments. It is stated that in the reports on individual trainees, an attempt is made to indicate the strong and weak points of each officer so that the supervisory personnel in the States can pay attention to these aspects when these officers assume responsibility in the field.

148. The staff of the training centres pay visits to blocks in the intervals between training courses and try to ascertain the difficulties actually encountered in the field and how they should be tackled during the training course for subsequent batches of trainees.

CHAPTER VIII

GENERAL

149. In this chapter we propose to consider certain general questions which have a bearing on making the training programmes more effective.

150. In the chapter dealing with the training of B. D. Os. we have referred to a certain amount of lack of co-ordination between the various training centres located in the same place. We feel that this is not very satisfactory and that the unified direction of these centres would not only secure more effective utilization of the available instructional staff, the equipment and facilities, but also provide for a certain amount of co-ordinated practical training of all the categories of personnel, which would be of very great value in inculcating the idea of team work, which is of the essence of the work of rural development undertaken in this programme.

151. If arrangements could be made by which the personnel of a new block could be kept together for about a week or so and given an orientation into the team work that is to be expected, it would, in our opinion, be of considerable help to the programme since all the personnel would start with knowledge of one and other and a clear realisation of the role which each has to play in the work of the block. Such a course could with benefit be conducted in a selected block, where the personnel of that block could be brought into association with the personnel to be posted to the new block and by discussions and personal contacts the new personnel could start with a clearer idea of the nature of the work, the problems likely to be encountered, the manner in which such problems, which had arisen in the older block, had been tackled and so on. The quality of personnel, particularly the block development officer of the block where this meeting is to take place will be of vital importance and care should be taken in the selection of the block.

152. The present position in regard to the overall responsibility for supervision and direction of the various kinds of training institutions is that the Ministry of Agriculture looks after the training of Gram Sevaks and Gram Sevikas as well as the training of block level extension officers in agriculture and animal husbandry. The training of co-operation extension officers is undertaken by the Reserve Bank of India in consultation with the Ministry of Food and Agriculture. The orientation health training centres are the responsibility of the Ministry of Health and the development officers' training centres of the Ministry of Community Development. Both the Ministry of Community Development and the Ministry of Education are interested in the social education organisers' training centres. It is appreciated that the technical aspects of the training programmes followed by these various training centres are rightly the responsibility of the Ministries concerned with the administration of those technical services. But there are a number of problems common to all training and it seems to us that, some more formal arrangement than exists at present for co-ordinated attention

being given to these problems, is desirable. We would not suggest that the overall responsibility for all training should be centred in any one Ministry. We would, however, like to suggest that the overall direction of all training might well be entrusted to a committee consisting of the officers of the various Ministries, who are at present responsible for the guidance of the training institutions, under the chairmanship of a senior officer of the Ministry of Community Development. This would not only ensure that adequate attention is paid to the common problems involved in all kinds of training but would also be helpful in creating a proper atmosphere in which effective co-ordination at the level of the training centres between the various training centres can be secured.

153. The work of such a central directing committee would be considerably facilitated if it had the assistance of regional officers in the various regions in the country, who would act as not only the channel of communication between the central committee and the training centres but, would also render assistance in improving training programmes mainly by making available to the training centres the experience of similar centres in other areas. They could render valuable service in progressive and continuous improvement of the training programmes and practices and be also of considerable help in ensuring the selection of good instructors, and arranging for their training. Perhaps the most convenient arrangement would be to have such a regional officer for each of the zones. It is not intended that the technical guidance for training in particular subjects should be taken away from the technical officers of the various Ministries. All that is intended is that some organizational arrangement should be provided for securing implementation of the recommendations of such technical officers and for dealing with common problem relating to training irrespective of the class of personnel concerned. If some care is taken in the selection of these regional officers they should be able to render valuable assistance in canalizing field experience to the training centres so as to keep them posted up-to-date with the emerging problems of the countryside.

154. Though many States have acted on the suggestion of the Ministry of Community Development that there should be a special officer designated on the establishment of the Development Commissioner, charged with the responsibility for the supervision and guidance of the training centres, we feel that not in all cases has the selection been made with due regard to the qualifications required in such a person. Training is vital to the success of the programme and we feel that some care should be taken in selecting these officers and some effort should be made to give them a proper orientation to their own work. This could perhaps best be done by giving the selected officers an opportunity to visit and watch for a few days the work done in selected training centres.

155. We gathered the impression, during our tours, that there is not very much contact between the field staff at the block level and the training centres with the result that the performance of the persons trained in the centres cannot be systematically or continuously assessed and the result of the assessment made available to the training staff. For training to be effective, it has to be closely and

intimately linked with field experience and it would be valuable if a regular arrangement could be made by which at stated intervals block level staff and training staff could meet in small seminars.

156. We have already referred to the need for extension specialists to be attached to the research workers of the professional institutions in the State. They would, of course, have to be enabled to communicate the result of researches to the field staff, which can be done only by a regular system of putting out pamphlets and reports for the information of the field personnel. At present, it appears that such pamphlets and leaflets, as are issued, explaining the results of the researches are intended primarily for popular consumption. Valuable though this work is, it is not adequate from the point of view of keeping the knowledge of the field extension officers up-to-date in their specialities.

157. We have referred more than once to the absence of training facilities for the instructional staff. Teaching requires some training. Particularly when the persons to be taught are, like Gram Sevaks and Gram Sevikas, persons without a very high academic background, the techniques of teaching assume considerable importance. It seems to us that it should be possible to arrange for some training of the persons proposed to be appointed as instructors in these training institutions in the methods and techniques of education. We would suggest that the responsibility for arranging for such training should be taken by the Ministry of Community Development. The most satisfactory arrangement appears to be to open a special wing in one of the existing teachers' training institutions to which such instructors could be sent for undergoing this course. The syllabus to be covered in this course would have to be drawn up for the specific purpose of giving to the instructors training in teaching methods and techniques. If care is taken in drafting the syllabus for this limited purpose, the course need not last more than a month or six weeks and it should be possible to arrange for the continuous training of succeeding batches of instructors.

158. Allied to this question is the deficiency in the matter of textbooks and teaching material in respect of practically every one of the courses. In the absence of such textbooks and teaching material, the content of the instruction imparted in the various subjects included in the syllabus is very much a matter of chance depending upon the capacity of the instructor and his interpretation of the contents of the syllabus. If, as we have suggested, regular interchange between the teaching staff and the field staff is to be arranged for, the defects of such individual interpretation of the contents of the subjects to be taught will be aggravated. We would, therefore, suggest that the preparation of these textbooks and other teaching material should be given high priority. Considering that these institutions have been in existence for a number of years now it should not be difficult, if a small committee of experienced instructors were to be constituted for each subject, for lecture notes to be prepared on the contents of each subject which could subsequently be finalized by circulation to the training institutions. We would further suggest that when departments send out literature particularly for the Gram Sevaks in respect of the technical aspects of their work, it would be advisable to have such literature routed

through the extension training centres, so that the staff of the training centres who have more direct knowledge of the intellectual capacity of the Gram Sevaks and the most effective way of imparting instruction to them, can edit such literature and present it in the manner most likely to be effective.

159. In an earlier chapter we have referred to the still inadequate acceptance by the development departments of the block pattern as the normal organization arrangement for all their work in the field. Here we would like to refer to the fact that there does not seem to be much interest taken by the heads of development departments in the training institutions located in their States. Visits and inspections of training institutions by such heads of departments are rather rare. Apart from the fact that the adequacy of the training in their particular fields is not being evaluated by these heads of departments, the apparent lack of interest in the training institutions on the part of heads of departments creates a psychological feeling among the instructional staff drawn from those departments that they are forgotten by their parent departments. Such a feeling is hardly conducive to good morale. The position becomes worse when departmental circulars and instructions intended for field staff of similar categories are not sent to the instructional staff and when such instructional staff are not invited to participate in conferences to which field staff of similar status are invited.

160. In many of the training institutions run by the governments there is a feeling among the instructional staff that their special difficulties are not appreciated and that they are not given adequate compensation for the certainly more onerous duties which they perform and for the discomforts from which they suffer due to lack of adequate residential accommodation, medical and educational facilities for their families. The result is that too many of the instructors have a sense of grievance and the field staff are reluctant to be posted as instructors. There is wide disparity between State and State in regard to the remuneration of instructors. We feel that some measure of uniformity should be attempted, at least in regard to the amenities to be provided. To enable free interchange between the instructional and field staff it seems essential to provide for a special teaching allowance to be attached to the posts of instructors. This practice exists in many States in regard to their professional colleges, though on occasion, it has happened that a person posted to a college is given the allowance but it denied it when he is sent to one of these institutions. We are not in favour of a separate scale of pay being granted for instructors since this would create difficulties in transfers.

161. In this report we have only suggested certain broad lines on which improvements could be effected in the training undertaken in these various institutions. We do realize that the implementation of such of these recommendations as are accepted involves considerable further work. We would suggest that the implementation of such of the recommendations as are accepted, should be entrusted to a special officer or a group of officers, who could in close consultation with the authorities of the training institutions and the representatives of the State Governments concerned draw out a detailed programme for improvement and outline the stages by which that

programme should be given effect to. Perhaps the most suitable agency for this would be the regional officers for supervision of training, whose appointment we have suggested earlier in this chapter.

162. We have, on occasion, been rather critical of some of the things we saw in the field. We would, however, like to emphasize that we do recognise that these institutions, despite the handicaps with which they started, have been able to do much and that the persons who have been responsible for organising and running these institutions so far deserve much credit for what has been achieved. We are confident that they would be the last persons to claim there is no scope for improvement and we are also confident that they would welcome suggestions for improvement on the basis of the experience gained. With the availability of more experienced persons now than at the time when these institutions were started it may also be possible to effect the improvements more easily. Further, the circumstances in which many of these training institutions were started were such that quality had to be sacrificed to some extent to speed in turning out personnel for field work and it is a tribute to the persons responsible for organizing these centres that, despite their consciousness that they were deliberately favouring speed even at the expense of quality, the persons turned out by these institutions have been able to achieve so much in the field. The credit for this is also shared by the succession of instructors who have been manning these institutions, often at considerable personal inconvenience, especially in the earlier years before even barely minimum amenities could be provided to them at these places.

163. In conclusion we would like to place on record our appreciation of the arduous work done in connection with the work of this committee and the drafting of this report by Prof. A. D. Bohra M.I.E., our member-secretary. His intimate association with practically every one of the training institutions in the country has been of considerable assistance to us in drafting the report especially when we were not able as a committee to visit all the training centres. Our thanks are also due to Shri B. L. Garg, Section Officer, Ministry of Community Development, for assistance in analysing the answers to the questionnaire and other office work of the committee and Shri Mutsaddi Lal, Personal Assistant to the Principal of the I.A.S. Training School, for stenographic assistance which subjected him to long hours of tedious work beyond his normal sphere of duties at a time when the latter had also to be done at high pressure.

Dr. M. S. Randhawa,—25-7-57.
Prof. A. D. Bohra,—26-6-57.

K. RADHAKRISHNAN,—26-6-57.

S. C. ROY,—26-6-57.

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Dr. M. S. Randhawa—25-7-57.
Prof. A. D. Bohra—25-7-57.

K. MADHAVA MENON—25-7-57.

S. C. JAIN—25-7-57.

APPENDIX 'A'

No. CPA/19(50)/55-TP

GOVERNMENT OF INDIA

COMMUNITY PROJECTS ADMINISTRATION

New Delhi, October 15, 1955.

To

The Development Commissioners/
Directors of Community Projects

All State Governments

SUBJECT.—*Constitution of an Expert Committee for the evaluation of the entire training programme for C.P. and N.E.S. personnel.*

SIR,

The Programme Evaluation Organisation, in their report on the second year's working of the Community Projects, suggested that the whole subject of training (of Gram Sevaks and other personnel) including content, organisation, selection of trainees, inspection and evaluation need a comprehensive resurvey at the hands of an Expert Committee. A recommendation on similar lines was also made at the last Conference of the Development Commissioners at Simla. The Conference recommended that a Committee should be appointed by the C. P. A. to examine the entire field of the training programme and make such recommendations as may be indicated for the improvement of the training programme.

2. Pursuant to these decisions it has now been decided to set up a Committee consisting of the following:

(i) Prof. A. R. Wadia of Tata Institute of Social Sciences, Bombay—*Chairman*.
(ii) Shri Radhakrishnan, I. C. S., Principal, I. A. S. Training School—*Member*.
(iii) Shri S. C. Roy, Agricultural Extension Commissioner, I. C. A. R.—*Member*.
(iv) Shri A. D. Bohra, Director (Training), C. P. A.—*Member-Secretary*.

3. The terms of reference of the Committee would be:

(a) To examine the entire subject of training, both initial and follow up, and make suitable recommendations in respect of the following categories of project personnel:

(i) Gram Sevaks
(ii) Gram Sevikas
(iii) Social Education Organisers
(iv) Block Development Officers
(v) Health Personnel (Orientation Training)
(vi) Block Level Subject-Matter Specialists
(vii) Extension Officers in Cooperation
(viii) Extension Officers in Cottage Industries (including Village Industries)
(ix) Miscellaneous *e.g.* Multi-purpose Overseers.

(b) The examination would include:

(i) Method of selection of trainees
(ii) Contents of the training

(iii) Organisation of the Training Programme

(iv) Inspection of Training Centres

(v) Evaluation of the Training Programme.

4. The Committee will function for a period of about six months from the date it holds its first meeting.

5. It is requested that all necessary assistance may be provided to the Committee.

Yours faithfully,
N. KAUL
Under Secretary.

Copy to:—

(1) The Director, Tata Institute of Social Sciences, Devnar, Chembur, Bombay-38.

(2) The Ministry of Home Affairs, New Delhi.

(3) The Ministry of Food and Agriculture, New Delhi.

(4) Prof. A. D. Bohra, Director (Training) C. P. A.

(5) Planning Commission, Programme Evaluation Organisation.

(6) Prof. A. R. Wadia, Director, Tata Institute of Social Sciences, Devnar, Chembur, Bombay-38. His T. A. etc. in connection with the meeting of the Committee will be borne by the C. P. A.

(7) Shri Radhakrishnan, I. C. S., Principal, I. A. S. Training School, Metcalf House, Delhi.

(8) Shri S. C. Roy, Agricultural Extension Commissioner, I.C.A.R., New Delhi.

N. KAUL.

APPENDIX 'B'

No. CPA/73/53

COMMUNITY PROJECTS ADMINISTRATION

(Planning Commission)

New Delhi, January 21, 1953

To

All State Governments

SUBJECT.—*Community Projects-Selection and Training of Village-Level Workers*

SIR,

I am directed to refer to the two letters (i) No. CP/73/52, dated the 21-6-1952 and (ii) CPA/73/52, dated the 9th September 1952 on the subject of Selection and Training of Village-Level Workers. It has since been suggested that aptitude tests should be devised by those concerned with the selection of village-level workers to be applied to the candidates offering themselves for training as village-level workers to determine their aptitude for extension work. In this connection I am to say that the aptitude tests adopted by the U. P. Government consist of the following tests:

(a) *The Interview.*

Main criteria to be judged:

(i) General appearance and personality;

(ii) General knowledge of rural topics;

(iii) General education;

(iv) Knowledge of his technical subject; and

(v) Interests and hobbies.

(b) *The Technical Psychological Tests:*

These consist of both individual and group tests and are designed to test the following qualities:

(i) Intelligence including memory and reasoning, verbal and numerical ability, reasoning in concrete situations, social intelligence;

(ii) Personality including emotional ability, extrovertism and introvertism, aggressiveness and submissiveness, will and determination;

(iii) Performance indices including manipulation of concrete material.

(c) *Situation Tests:*

These consist of individual and group tests as well as tests in practical field-work. These tests are designed to judge:

(i) Ability to handle rural audiences;

(ii) Cooperative thinking and qualities of leadership;

(iii) Practical ability;

(iv) Physical stamina;

(v) Sense of dignity of labour;

(vi) Capacity to organise;

(vii) Resourcefulness;

(viii) Courage;

(ix) Initiative;

(x) Perseverance;

(xi) Any other marked emotional and temperamental traits.

The exact details as to how these tests were evolved by the U.P. Government and are being actually carried out by them, are given in the attached secret interim report on these test conducted to select extension workers for their Training Centre at Bakhshi-ka-Talab, Lucknow.

2. It appears very desirable to associate the Joint or Deputy Directors of Extension in the State in the selection of the candidates for training as 'Gram Sevaks' if this has not already been done. The training in these training centres is designed to train the 'Gram Sevaks' who will be the extension agents in the villages. The officers in charge of Extension Work in the State will be able to advise about the suitability of the candidate in the light of the work which he will ultimately have to perform. His association in the selection of the candidate will thus help in securing the right type of trainees.

3. In order to ensure that right type of persons are selected for village extension work, t is felt that aptitude tests on the lines of those evolved by the U. P. Government should also be prescribed in your State. I am, therefore, to request you that, if there is no objection, similar tests may also be framed by your State and put into operation.

4. The action taken in the matter may kindly be intimated to this Administration in due course together with the information about the aptitude tests prescribed.

Yours faithfully,

U. L. GOSWAMI,

Secretary.

Copy to the I. C. A. R.

APPENDIX 'C'

Syllabus for the one Year's Course at the Basic Agricultural School

Duration of Course : 12 months.

The actual working days after deducting holidays and vacation and days set out for final examination, will come to 265 days (1 month vacation, 3 days for Examination, 52 Sundays and 15 closed holidays).

The subjects as mentioned below are included in the Syllabus and the periods allotted or the subjects are written against them.

Subject	Periods allotted.
1. Agriculture	1,390
2. Animal Husbandry, Dairying and Veterinary Science	350
3. Horticulture and vegetable farming	200
4. Plant protection	100
5. Agricultural Engineering	60
6. Climatology	10
7. General Extension	10
TOTAL	2,120

Thus, the total number of periods available for training will be 2,120 in all, including theory and practical periods. Practical work would be done in the morning and in the evening.

I. AGRICULTURE :

(a) *Soils* (140 *Periods*) :

1. Formation of Soils-Different Agencies.
2. How soil is classified. Different classes of soils found in the State.
3. Their characteristics and suitability for crop growing.
4. Humus and its role in relation to crop growth.
5. Soil Nutrients.
6. Physical properties of different classes of soils and their effect on plant growth.
7. Kinds of soil water. How soil holds water. How to conserve moisture in the soil.
8. Collection of soil samples for testing.

(b) *Soil Management* (400 *periods*) :

1. Definition of the term. The two main classes of manures *viz.* (i) Organic, (ii) Inorganic, Necessity of manuring.
2. Use of manure mixtures in preference to chemical fertilisers alone.
3. Examples of organic manures like F. Y. manure, compost and green manure.
4. Preservation of F. Y. Manure.
5. Preparation of Compost.

6. Green manuring-Plowing in of the leguminous crops like San, Dhaincha and Mung in the soil at the opportune time. Date of sowing, seed rate per acre and the time when it is to be turned into the soil. Effects of Green Manuring, quantity of green matter available per acre and the quantity of nitrogen added to the soil by Green Manuring.

7. Application of the Farm Yard manure to soil (a) Stage when it is fit to be applied to the soil, (b) Quantity per acre, (c) time when it should be applied to the soil, (d) quantity to be applied per acre, (e) Method of application.

8. Preparation of Compost. Its application to the soil, Quantity per acre, time of application and method of application.

9. In-organic manures. Definition. Names of in-organic manures in common use (Ammonium sulphate, Nitrate of Soda, Super-phosphate, Potassium Sulphate etc.). The characteristics of these fertilizers. Their doses per acre, time and method of application.

10. Other manures like oil cakes, Bonemeal, Fish etc. Their doses, times of application.

11. Use of human urine and night soil as manure. Methods of conversion of night soil into manure. Preservation of human urine for manurial purposes. Sheep penning.

12. Tillage to improve soil structure, eradicate weeds, conserve soil moisture etc.

13. Soil reclamation, including improvement of alkaline or saline lands and weed infested and sub-marginal lands.

14. Soil erosion and its control (Levelling, contour bunding gully plugging).

15. Dry farming methods, including growing of drought resistant varieties.

16. Crop rotations, mixed cropping, double cropping, use of fallows etc.

(c) *Tillage and Tillage Implements* (140 *Periods*):

Ploughing, clod crushing, levelling, harrowing, rolling, inter-cultivation, earthing of crops etc. Improved tillage implements, *e.g.* wooden and iron ploughs, blade harrows, disc harrows, spike tooth harrow, triangular harrow, seed drills, hand hoes, Planet Junior Hoes Bullock hoes, other inter-culturing implements, tractor drawn implements etc.

(d) *Elementary Botany* (90 *Periods*):

Germination, Parts of a plant, root system, shoot-system, flowers, fruits, detailed study of parts of flowers, reproduction, plant nutrition and plant physiology. Modifications of various parts of plants. Elementary knowledge of taxonomy and Genetics.

(e) *Crop Production* (500 *Periods*):

Definition of plant. Detailed information as to how plants grow and about plant parts. Seasons for growing crops—Kharif Season and Rabi Season. Definition of Kharif Season and Rabi Season. List of Kharif Season and Rabi Season crops in the State. Description of the various items of cultivation of the Kharif and Rabi crops. Improvement in the methods of cultivation of various crops. List of improved strains of crops in the State, as recommended by the State Agriculture Departments. Watching and harvesting. Improved methods of harvesting and threshing crops and preparing produce for market. Technique of growing the principal crops of the State, including fodder crops, their annual area, seed rate, manurial and irrigational requirements, yield per acre etc.

(f) *Irrigation* (80 *Periods*):

Necessity of irrigation. Sources of irrigation. Sources available in the State. Two kinds of irrigation sources—Lift irrigation and flow irrigation. Advantages of flow irrigation over lift irrigation. Economics of flow irrigation over lift irrigation. Sources of flow irrigation and lift irrigation available in the State at this stage.

Methods of irrigation. Comparison of the various methods.

Lift irrigation—means of lift irrigation. Various kinds of water lifts and factors which influence their efficiency.

Forms of irrigation for different crops and quantities of water per acre in acre inches. Soil drainage and aeration; evils of over irrigation, Boring wells, tubewells, etc.

(g) *Farm Managements* (30 *Periods*):

Book-keeping, Economics, Elementary systems of land tenure, consolidation of holdings and labour laws.

(h) *Marketing* (10 *Periods*):

Prices. Fluctuations etc.

II. Animal Husbandry, Dairying and Veterinary (350 Periods):

	Periods
(a) Utility of cattle in Agriculture. Kinds of cattle—Draught cattle and (2) Milch cattle	5
(b) Breeds of Cattle methods of improving cattle by selection and grading	5
(c) Housing of cattle, Defects of local methods of housing cattle, Advantages of the improved methods of housing cattle. New types of cattle sheds	10
(d) Care and feeding of Cattle. Feeding of milch cattle. Feeding of work cattle. Feeding of young stock. Scientific methods of feeding. Selection cattle feeds. Feeding mixtures of cattle feeds, methods of preparation and times of feeding. Quantity	40
(e) Clean production of milk and milk products and their disposal. Use of improved sanitary appliances for drawing and storing milk to avoid contamination. Treatment of milk (pasteurization) before distribution. Distribution of milk in impollated condition to customers	40
(f) Dangers of adultering milk. Test to find out adulteration	10
(g) Separation of milk for Cream. Making butter out of Cream by Scientific machinery	10
(h) The proper feeding of milch cattle to increase the yield of milk.	5
(i) Care of the utensils used in the milk industry. Selecting seamless vessels of stain-less steel, which do not require tuning. Brass vessels should be got well tinned in time. The vessels should be washed with a solution of 'lustros' to cleanse them properly	10
(j) Sheep and Goats, Breeding, up keep etc.	30
(k) Poultry Farming-Selection of proper foreign breed birds for better and more production of eggs. Housing poultry in decent improved types of poultry houses. Avoiding congestion, giving the birds sufficient space for exercise, airy houses. Properly feeding them on scientific lines. Avoiding sources of contamination, and epidemics.	40
Artificial hatching of eggs(incubation) and rearing chickens	10
(l) Care and handling of pigs, Rabbits, etc. for meat purposes	20
(m) Fishery-Breeding and feeding of Fish in village tanks and ponds	
(n) How to find out whether an animal is ailing. Simple Disease of animals and poultry birds etc. and their treatment. Preventive and remedial measures	20
(o) Epidemic-Preventive measures and curative measures	20
(p) Compounding of ointments, lotions, potions, etc.	10
(q) Castration of bulls and inoculations	10
(r) Casting of animals, dressing their wounds, administering them medicines and sterilization of instruments to be used in the treatment of the wounds or in the operation	25
(s) Artificial insemination. Method of practising the same and its advantages	4

Periods.

(t) Bee keeping and sericulture in those States where conditions are favourable 6

(u) Pasture land improvement. Rotational grazing, fodder trees; grasses and legumes for feeding 20

III. Horticulture and Vegetable Farming:

(a) Methods of propagation seeds, cuttings, budding, grafting and layering. 200

(b) Selection of land for fruit and Vegetable gardening. 15

(c) Raising seedlings-Preparation of seed-beds-old and new methods. Advantages and disadvantages of the new methods 25

(d) Layout of model orchard and vegetable garden. 15

(e) Planting of trees. Fruit and vegetable growing (Important fruits and vegetables and their cultivation) 35

(f) After care-weeding, manuring, irrigation, treatment against diseases and pests 25

(g) Rejuvination of old orchards 10

(h) Flower gardening 20

(i) Tree Planting-Planting of fuel and Timber trees 15

(j) Organising Vana Mahotsava days in Villages 10

IV. Plant Protection (100 Periods) :

(a) Enemies of plants, (1) Insects, (2) Fungoidal Diseases (3) Parasitic plants, (4) Animals, (5) Bacterial, (6) Physiological, (7) Virus 10

(b) Information about insect life-classes of insects. Their characteristics . 10

(c) Common insect pests-(1) Locusts (2) Aphides, (3) Termites etc. Study of important pests and the preventive and control measures against the pests 10

(d) Insect control. General knowledge of (a) mechanical, (b) chemical, (c) Biological and (d) agricultural methods of control . . . 5

(e) Common plant diseases like rust on wheat, smut on jowar etc. etc. Their characteristics and control measures against the diseases . . . 25

(f) Preparation of insecticides and fungicides; their use on the crops affected 5

(g) Handling of the machinery for spraying and dusting of the insecticides and fungicides. Fumigating rat burrows with 'Cynogas' . . . 5

(h) Control of parasitic plants, (Lornathus on mangoes, striga on jowar oro banche on tobacco cuscutta etc.) causing damage to crops. . . 5

(i) Information regarding the animals causing damage to crops. (1) Field rats (2) Store rats, (3) porcupines, (4) monkeys, (5) birds, (6) deer, (7) Neelgays (8) pigs, etc. 5

(j) Control measures against the ravages of the animal life . . . 5

(k) Common pests of stored grains and their control 5

(l) Disease resistant varieties 5

(m) Method of collecting and despatching insects, diseased plants, etc. for identification 5

V. Agricultural Engineering (60 Periods):

(a) Land Development-Surveying, Bunding and levelling. Laying out water channels 5

Periods.

(b) Upkeep and maintenance of agricultural implements and appliances. Dissecting of implements and assembling them. Attending to minor repairs and setting right adjustments 15

(c) Workshop pratice of carpenting and smithying to enable repairs of implements and hand tools etc. 15

(d) Working knowledge of oil engines, pumping plants, and tractors . . 15

(e) Road making and maintenance of Roads 5

VI. CLIMATOLOGY:

Elementary knowledge of crop season, rainfall , temperature conditions etc. Local beliefs regarding sowing and harvesting season according to position of stars 10

VII. GENERAL:

Principles of Extension, Extension organisation, Extension methods, Extension Philosophy. 10

N.B.—The syllabus for the 6 months course in Extension Training will be separate and independent of the syllabus prescribed, as above.

Syllabus for 6 Months Training at the Extension Training Centres for the Diplomates of the Basic Agricultural Schools.

During the period of 6 months the actual working days available would be as under—
6 months 180 days. Less Sundays, other holidays and Examination

30

150 days.

150 days × 8 hours per day=1200 hours or periods.

The subjects taught at the Training Centre will be allotted periods for training as under:

	Periods for theory	Periods for practicals	Total
1. Agriculture (inclusive of Animal Husbandry, Horticulture and Agricultural Engineering) . .	50	100	150
2. Rural Extension Service	100	250	350
3. Health, Hygiene and Sanitation . . .	60	140	200
4. Social Science and Adult Education . . .	50	140	190
5. Civics, Gram Panchayats and Co-operation .	35	150	235
6. Village Industries	25	50	75
TOTAL .	320	830	1,200

The Trainees admitted to the Extension Training Centres will be post students of the Basic Agricultural Schools of the National Extension Service. Still it is advisable to give them a short refresher in the subject of Agriculture at the Extension Training Centre also. Therefore

out of the 1,200 periods available for training at the Extension Training Centre, 150 periods have been reserved for both theoretical and practical training in Agriculture. In theory, the teachers would take general rapid revision of the various subjects. In the practicals there would be the handling of implements for ploughing, harrowing, sowing of seed, inter-culturing and use of the Plant Protection methods to save crops, harvesting and threshing of crops and preparing the farm produce for market.

The Distribution of the 50 periods for theory and 100 periods for practicals under the subject will be as follows:—

I. Agriculture (20 Periods)

(a) Soils and their classification State-wise:

(b) Tillage—

(i) *Ploughing.* Time condition of the soil depth ploughing according to the nature of soil and the kind of the crop to be raised on the soils and contour ploughing.

(ii) *Harrowing.* Suitable time for the operation and the different implements use for the operation.

(iii) *Laying out of the land to receive crop.* Different layouts for different crops and the specia points in the various layouts.

(iv) *Sowing or planting of seed.* (1) Different methods of sowing, their comparative study, Implements used for sowing. Planting seed. The depth to which the seed should be planted and distance between two rows of the seeds planted.

(v) *Manuring.* Kinds and quantities of manure to be applied, methods and times of application.

(vi) *Irrigation.* (1) Sources of irrigation, quantities of irrigation water per acre for different crops and interval between two irrigation turns.

(vii) *Inter-culture.* Different methods. Use of indigenous and improved implements.

(viii) *Harvesting and threshing.* Proper time for harvesting, methods, methods of harvesting, implements an appliances used for harvesting crops. Their merits and demerits. *Threshing* Suitable time. Different methods used. Appliances used. Their merits and demerits. Preparation of field produce for market and marketing the same.

(ix) *Plant Protection methods.* Importance of timely operation. Latest development in the use of machinery for the purpose.

(x) *Improved strains of crops.* The improved strains of various important crops, state-wise, as recommended by the Agricultural Departments of the States.

(xi) *Seed Selection.* Different methods advocated by the Agricultural Departments of the States concerned.

(xii) *Seed Preservation and its treatment before sowing.* Different methods of seed preservation as advocated by the Agricultural Department of the States concerned. Different methods of treating seed to eliminate fungoidal diseases occurring on the succeeding crop. The technique and other details of the treatment. Necessary precautions in undertaking the treatment.

II. Animal Husbandry—(10 Periods) :

(a) Housing of Livestock;

(b) Care and feeding of Livestock;

(c) Principles of Breeding in brief;

(d) Veterinary aid in illness.

III. Horticulture—(10 Periods) :

(a) Brief account of fruit cultivation methods.

(b) Brief account of vegetable cultivation methods.

(c) Brief account of Flower Gardening.

IV. Agricultural Engineering—(10 Periods)

(a) Principles of land improvement.
(b) Methods of land improvement.
(c) Working knowledge of mechanical cultivation outfit.
(d) Road making and mending.
(e) House building for village use.

2. Practicals—(130 periods)

(i) Agriculture—(30 periods)

(1) Working with cultivation implements;
(2) Seed drills.
(3) Dibbling of seed.
(4) Selection of seed.
(5) Treatment of seed.
(6) Finding out germination percentage of seed.
(7) Preservation and storage of seed.
(8) Raising seedlings.
(9) Transplanting seedlings.
(10) Interculturing of crops.
(11) Treatments of crop against plant pests and disease.
(12) Harvesting of crops.
(13) Threshing of crops.
(14) Preparing agricultural produce for market and marketing.

(ii) Animal Husbandry—(10 periods)

(1) Cleaning of cattle byers and Poultry pans.
(2) Preparing compost from cattle dung and fodder refuge.
(3) Preparing and feeding daily rations to cattle and poultry.
(4) Veterinary practices such as treatment of minor ailments of livestock, treatment of wounds, throwing down of animals.

(iii) Horticulture—(10 periods)

(a) *Fruit Cultivation*—

(1) Raising of seedlings
(2) Transplanting seedlings.
(3) Preparing various kinds of grafts.
(4) Transplanting of grafts.
(5) Treatment of fruit plantation against Plant pests and diseases.

(b) *Vegetables*—(15 periods)

(1) Preparing and laying out of land for different kinds of vegetable crops.
(2) Planting or sowing of vegetables for market.
(3) Harvesting vegetables and preparing them for market.
(4) Marketing of vegetables.

(c) *Flower Gardening*—(10 periods)

(1) Preparing and laying out of land.
(2) Raising seedlings.
(3) Sowing seed or transplanting seedlings or cuttings.
(4) After care.

IV. Agricultural Engineering—(25 Periods)

(a) Land improvement-Surveying, levelling and putting up bunds and laying out water channels and opening out drains.

(b) Roadmaking and repairs of roads.

(c) Building up country houses and farm buildings-cattle sheds, implement sheds, store-houses etc.

(d) Repairs to Agricultural implements and handling of the mechanical cultivation implements like Tractors, bulldozers, Engine, pumps etc.

Rural Extension Service—(100 periods)

1. Technique of approach to the cultivators.
2. Detailed survey of village inclusive of hygiene educational and economic condition resources, and problems requiring solution.
3. Plan for solution of the problems and technique for implementation.
4. Propaganda methods' in Agriculture and allied subjects.
5. Technique of demonstrations.
6. Schemes for multipl cation of pedigree seeds and their distribution among cultivators.
7. Schemes for the distribution of fertilizers and manure mixtures.
8. Scheme for supply of other agricultural requisites.

Practicals—(250 periods)

1. Detailed survey 100 periods.
2. Propaganda 50 periods.
3. Demonstrations 50 periods.
4. Organising schemes 50 periods.

Total 250

3. *Village Hygiene, Health and Sanitation*—(60 periods)

1. Necessity of village Hygiene.

2. Ways and means of keeping village hygiene at Satisfactory level.

3. Arrangements to drain away stagnant rain water from the village site as a safeguard against Malaria and other malodies.

4. Removing the manure pits in the villages near the dwelling places, away to the boundary of the village site, to avoid fly trouble and other sources of danger to the health of the village population.

5. Building up of soak pits to collect and dispose off the village water from sinks in houses to avoid dirty cesspools of stagnant water breeding mosquitoes, which bring malarial fever and undermine the health of the people.

6. Necessity of latrines. Different types of latrines. Erection of suitable types of latrines at the proper places in the villages. Their construction and expenditure involved.

7. Public Health its modern conception. Ways and means of maintaining Public Health Satisfactorily.

8. Sanitation-Different methods of keeping the village sanitation well. Supply of good drinking water. Providing sufficient supply of water for household purposes. Training regarding the arranging of sanitation programmes in the villages, and village fairs.

Imparting information about common epidemics and preventive measures against the epidemics. Use of dis-infectants in sanitation. Kinds and quantities of infectants to be used. Cleaning and disinfecting wells for drinking water in villages.

First aid to the injured persons and treatment of minor ailments.

Practicals—(140 periods)

1. Soak Pits	40
2. Compost pits	40
3. Cleaning village site and wells	40
4. Preventive measures against Epidemics	20
	140

4. *Social Service and Adult Education*—(60 periods)

Explanation and definition of the term social service. Various aspects of Social Service utility of social service in villages. Social service and entertainments. Role of entertainment in educating masses. Different kinds of entertainments such as one act plays, competition cinema shows, radio programmes etc.

Organising libraries, Reading rooms and youth clubs in the villages.

Adult Education.—Different methods adopted to educate the adults in our country and in other countries as well. Comparisons of these methods. Detailed study of the methods adopted for educating adults in our country.

Practicals—(140 periods)

1. Social Service, Entertainments etc.	50
2. Adult Education	50
3. Organising libraries, reading rooms and youth clubs etc.	40
	140

5. *Civics, Gram Panchayats, Cooperation, Marketing and Agricultural Legislation*—(85 periods)

Civics.—General broad out lines of the Science of Civics and particular information about citizenship, duties and rights of citizens. Maintenance of law and order, administration, different units of administration.

Gram Panchayat.—History of the Gram Panchayat institution in our country, utility of Gram Panchayat in the present set up of our country, organisation Gram Panchayat, its constitution function and privileges of Gram Panchayat. Further informations about Municipalities, Corporations and Local Boards. Their constitution, powers and duties. Their sources of income and channels of expenditure.

Cooperation.—Definition of the term cooperation, short history of cooperation in India and the State concerned. Principles of cooperation. Economical and Social significance of Co-operation. Use of Cooperation in Village uplift work. Meaning of cooperative society. Organisation of a cooperative society. Description of the various kinds of cooperative societies. Their working system. Supervision of Societies and audit of Societies.

Marketing.—Necessity of the knowledge of marketing and its utility to farmers. Present Methods of marketing farm product. Its advantages and disadvantages. What is cooperative marketing and what are its advantages to farmers. Advantages of cooperative purchase and sale organisation to villagers.

Account keeping of cooperative organisation.

Agricultural Legislation.—Meaning of Agricultural Legislation. The utility of this knowledge to the farmer. Information regarding the important Agricultural Legislations like Tenancy Act, Debtor's Relief Act, Taqavi Loan Act, Consolidation of holdings Act.

Practicals—(150 periods)

1.	Organisation of Panchayat	20
2.	Studying the working records and daily routine. Conducting Elections, periodicals meeting etc.	40
3.	Study of the working of local bodies and Municipalities . . .	20
4.	Organising cooperative societies, writing out accounts, conducting meetings, preparing Balance Sheet	40
5.	Preparing farm produce for marketing, Grading Holding Sales . .	50
		170

6. *Village Industries*— (25 periods)

Meaning of Village Industry.

Necessity of Village Industry.

List of Village Industries.

Choice of this kind of industry in a particular village.

Method of introducing the village industry.

Supply of necessary equipment on cooperative basis.

Arrangements to dispose of the articles produced on cooperative basis.

Practicals—(50 periods)

Village Indstries—

Actul Practice, Effecting Sales or Organising cooperatives . . . 50

APPENDIX 'D'

Note on village work of the Extension trainees during their six months' course as followed at Extension Training Centre, Powarkheda, Madhya Pradesh.

Out of the six months period of the Extension training about ten weeks are spent by the trainees in the villages. The training Centre is situated in a C. P. Block (now reverted to N.E.S. Block). The Block is not attached to the Training Centre.

The trainees are kept at the centre for about eight weeks on their joining and then the village stay begins. During their initial stay at the Centre the trainees are oriented in Extension, philosophy and the subjects of co-operation and Social Education. The number of villages selected depends upon the number of trainees in the batch and varies from 10 to 20 villages. The villages selected are within a radius of about 15 miles from the centre and the selection is mainly based on the approchability during rainy season. The village stay is arranged in four stages as under :—

8 weeks at the centre	
1 week in the village	1st stage.
2 weeks in the centre	
2 weeks in the village	2nd statge.
1 week in the centre	
3 weeks in the village	3rd stage.
2 weeks in the centre	
4 weeks in the village	4th stage.
2 weeks in the centre	

The above arrangement cannot be followed rigidly and changes have to be made according to the season and also according to the time of agricultural or animal husbandry operations which the trainees have to practise in the villages or at the centre.

The trainees are provided with a kit bag which contains all the utensils for cooking, bucket rope and lanterns. They buy their rations and cook their food. They are not required to depend on the villagers for any of their needs except for accommodation and it has been found that the villagers have been co-operating in providing accommodation for the trainees.

The trainees are put in batches of four to six in each village depending on the population and other activities in the village. As far as possible the same villages are taken.

In the 1st stage of one week's village stay the trainees are to get themselves acquainted with the villagers the various village institutions old and new, the leaders of the village, the caste and religious attitudes the party feelings and other village relations. They are also asked to collect statistics about agricultural holdings, crops etc. Trainees have to select at least two families for very close working with them.

In the 2nd stage of two week's stay in the villages, the trainees are made to practise the various audio-visual aids, taught to them like the showing of posters flash cards, flannelgraphs etc. and also the various methods of approach to the villager such as individual and mass contact and group discussions etc. During this stay the trainees begin to work with the selected families for detailed study and formulation of a family programme for their economic betterment.

In the 3rd stage of three weeks stay, the trainees study the village programme and help in various activities of village development. They try to establish Balvikas Mandals and Nav-Youvak Mandals and work with them. They partake in the Sharamdan for constructive activities. They prepare their own flash cards and other audio-visual aid material. The development of family programme continues and implementing a part of it also start along with it.

In the fourth stage of about four weeks stay, the above activities continue. The family programme is finalised and the trainee gets it finally accepted by the head of the family. He then prepares four copies of the programme, one is given to the Gram Sevak, one is sent to the B. D. O., one is given to the Training Centre and one is given to the family head. At the end of this stay the trainees arrange a small exhibition in the village for local agricultural products, handicrafts etc.

During the village stay of the trainees the instructors visit the villages in rotation and guide and instruct them in extension methods and also in their subjects. Each instructor is allotted one or two villages and he is considered mainly responsible for the general extension work of these villages and he can visit other villages as well for guidance to the trainees in his own subject. Practical training in many of the subjects such as Agriculture, Veterinary, etc. is also given in the villages. The trainees are required to maintain a diary of the day to day work, they do in the villages and also a village register giving statistics of the village and also maintain some proformae prescribed. The village work is always done by the trainees in co-ordination with the Gram Sevaks. The B. D. O. is also kept acquaint with the village programme and the work of the trainees.

APPENDIX 'E'

GOVERNMENT OF INDIA

MINISTRY OF FOOD AND AGRICULTURE

Syllabus for the one year Course in home economics for the Gram Sevikas

I. *Orientation and Extension Education*

I. INAUGURAL

II. VILLAGE VISIT

Spend three days in observation in the villages—

1. Melas
2. Circle meetings
3. Home visits.

III. EXTENSION WORK

1. Orientation
2. Introduction to the problems of India
3. Five Year Plan
4. Community Projects
5. N. E. S.

IV. EXTENSION SERVICE

1. Meaning and scope
2. Philosophy and Principles
3. Extension in other countries
4. Attempts in India :—
   a. Marthandan
   b. Etawah.
   c. IV. S.
   d. Sevagram
   e. Gurgaon
   f. Sriniketan
   g. Others.
5. The Extension Worker
   a. Duties and Satisfaction (defining his role)
   b. Qualities of Extension worker.

V. CONTRIBUTION OF WOMEN'S ORGANISATIONS IN INDIA TO BETTER RURAL LIVING

VI. THE RURAL COMMUNITY, ITS CHARACTERISTICS, NEEDS AND REMEDIES

1. Village Patterns in India
2. Characteristic of Rural Life
3. Rural Society (discussion of problems)
4. Community and Community Organinsations
5. The neighbourhood
6. Culture

7. Personality
   a. Tradition
   b. Religion
   c. Nature
   d. Work
   e. Economics
8. Festivals and Folk arts in rural life
9. Patterns of Leadership
   a. Formal (Panchayats, etc.)
   b. Informal
10. Service agencies
11. Rural Economy
   a. Farm Management
   b. Rural Credit
   c. Agricultural Co-operatives
   d. Cottage industries

VII. ADULT EDUCATION

VIII. PROGRAMME PLANNING

1. Determining needs and interests
   a. Methods
      (i) Formal.
         (a) Research
         (b) Survey
            Questionnaire
            Interviews
         (c) Observations
      (ii) Informal.
         (a) Conservation
         (b) Observation
2. Determining objectives
3. Motivation and Group Behaviour
4. Teaching methods
   (a) Demonstration
   (b) Result Demonstration
   (c) Judging
   (d) Dramatisation
      (i) Puppetry
      (ii) Rele Playing
      (iii) Skits
   (e) Audio-Visual aids
      (i) Posters
      (ii) Flash Cards
      (iii) Leaflets
      (iv) Flannelgraphs
      (v) Radio
      (vi) Films

(f) Exhibits
(g) Talks
(h) Discussion
  (i) Panel
  (ii) Forum
  (iii) Group
    Large "68 Method"

IX. Method of Approach

1. Individual
2. Groups
   a. men
   b. women
   c. youth
3. Community

X. Planning a Village Programme

1. Application of programme in the field
2. Evaluation of practical village work.

II. *Foods and Nutrition*

I. Importance of the Study of Nutrition

What makes a person healthy ?
Why do we need to study nutrition ?
What are the evidences we have to show that we are not well nourished ?
What is malnutrition and what are the causes of malnutrition—what are the common evidences of malnutrition that we observe in people ?

II. The Functions of Food and the Role the Food Plays in Nourishing the Body

1. Energy—
   Why does the body require energy ?
   How does the energy requirement vary ?
   What are the foods that give us energy ?
2. Growth, repair and maintenance—
   What are the nutrients necessary to do those functions ?
   What happens if these needs are not met ?
   How does the requirement vary ?
3. Regulation of body processes—
   How does food regulate body's working ?
   What are the nutrients that help in the regulation ?

III. Indian Diet in Relation to the Above Requirement

How far the Indian diet adequate in relation to the above ?
What is lacking in our diet—protective foods?
What are the results of inadequacy ?

IV. Balanced Diet

What is a balanced diet—what food we need to eat every day ?
How can we make our diet balanced ?

V. Basic Seven Groups

1. Milk and milk products—

Why do we need milk ?

Why is milk the most important food for health?

How much milk does each member of the family need ?

What are the kinds of milk available ?

What other foods can be used if milk supply is scare ?

Practical

What are the ways of using milk in our daily diet ?

Ways of preparing milk mixture for infant feeding?

Ways of using milk in the diet of patients such as typhoid?

Fruits and vegetables ?

How do fruits and vegetables protect our health?

What are the various fruits and vegetables we can include in our diet ?

2. Green leafy vegetables, yellow vegetables and green vegetables—

Why do we need green leafy vegetables or yellow vegetables ?

How much of these should we take ?

What happens if we do not take these ?

How can we cook these vegetables to save vitamins ?

3. Why do we need citrus fruits, tomato, guava, amla, raw sag, raw cabbage or sprouted gram ?

What happens if we do not include any one of the above in our diet ?

Why should we need to eat them raw and not cooked ?

How much of these we need to eat ?

How can we prevent the loss of vitamin C from these foods prepare tomato juice, sprouted gram, raw salad, amla acher, guva juice for family meals.

4. Other vegetables and fruits in season—

Why should we need them in our dietary ?

How much of these we need to take ?

Practical

The use of roots and tubers as supplementary foods or as substitutes of cereals.—

How to cook these to retain Vitamins and minerals ?

5. Cereals and cereal products—

The role of cereals as energy giving foods ?

What are the whole grain cereals and parboiled rice ?

What happens if we take too much cereals—too little cereals ?

Practical

How can we make cereals more digestible ?

How can we increase their food value—sprouting, malting or fermentation or combined with milk ?

Diet Planning Practical

How can we increase the protein value cereals ?

Cooking cereals for infants and invalids ?

How can we store the cereals grains to prevent insect and pest attack ?

6. Meat, pulses, fish, egg, nuts—
   - Why do we need these in our diets ?
   - What is the difference in food value of these ?
   - How can we make pulses better used by our body ?
   - What cautions we should take in the vegetarians diet to meet the requirement of protein ?
   - What happens when we have a protein deficiency in our diet ?

PRACTICAL

- How can we make protein foods more digestible ?
- Planning of family meals using whole pulse and other protein foods to make it adequate in protein
- Preparation of protein foods for infants and invalids
- Storing protein foods to prevent insect attacks.

7. Fats and oils.
   - Why do we need fat in our diet ?
   - What fats are best for use ?
   - What happens if we take too much fat or too little fat ?
   - How much should we take ?
   - What fats provide vitamin D ?
   - What are the types of people who need vitamin D in their diet ?
   - What amount of cod liver oil or shark liver oil they should take to get enough vitamin D. ?

VI. THE USE OF BASIC SEVEN GROUPS IN PLANNING FAMILY MEALS

The basis for calculation—Requirement of various members.

PRACTICAL

- The use of man value.
- Plan and prepare meals for low income groups.
- Plan and prepare meals for infants and children—normal, suffering from diarrhoea, dysenary fever
- Plan and prepare meals for pregnant women.
- Plan and prepare meals for lactating mothers.
- Plan and prepare meals for elderly persons Exhibits, posters, etc.
- How can we have variety in meals ?

VII. PRESERVATION, REFRIGERATION AND STORAGE OF FOODS

How can we preserve foods for future use ?

PRACTICAL

- Drying of vegetables and fruits, pickling, salting of vegetables and fish.
- Other methods—boiling water method of conning if equipment available.

III. *Making Garments for the Family*

The principle of sewing are taught on articles for use in the home or on garments. The first article made is a very simple one with only a few problems involved. Each of the following articles made have a few more problems. The educational principle is "NOT TOO MUCH TOO SOON".

Emphasis is one accuracy, resulting in a good looking product.

Garments are made by hand and by machine. The use of the sewing machine is taught as well as hand sewing. Buying sewing machines co-operatively in village is recommended.

Garments made are as follows :—

1. Tray cloth, dish towel, or towel—by machine (fringed eggs)
   - New problems
   - Grain line
   - Machine stitching along straight edges.

2. Baby dress—by hand. To be made at the same time as the tray cloth. Thus there will be no waiting for machines.

Review
Grain line

New Problem
Hems
Plain
Rolled.

3. Sari petticoat by machine (could be made by hand)
Review
Machine stitching

New Problems
Seams—plain
Hems—by machine.

4. Baby shirt—by hand
Review
Hems

New Problems
Kimena sleeves
Seams—French
Edge finishes—binding.

5. Child frock (Kimena sleeves)—by machine (could be made by hand)
Review
Kimena sleeves

New Problems
Inset under arms, lap seam
Stay stitching by machine
Piping (at neck)
Buttons and button loop.

6. Brassier
Review
Stay stitching
Binding
Fastening by tying

New Problems
Garment fitting
Darts
Fastenings—Hooks and eyes.

7. Women's blouse—by machine (could be made by hand)
Review
Stay stitching
Seams
Hems

New Problems
Pattern cutting
Blouse fitting

Edge finishes
Fitted facing
Hacket
Button and button hole
set-in sleeves

8. Men's garments (give patterns and show how principles and methods already learnt will apply).
Pyjamas (and boy's shirts)

9. Knitting.

1. Mending
A. Patching
B. Darning
C. Binding

2. Stain Removals
A. Use of local materials to remove common stains. Hot or cold water, salt, lemon juice, oil, sunshine.

3. Laundry and Cleaning
A. Supplies
Soap making
Starches
Use of rita nuts, soap like soil, washing soda.

B. Laundry Equipment
Wooden wash board, tin boilers, tubs.
Bullock-drawn power washing machine

C. Laundry Method
Use of hot over cold water
Advantage of soaking clothes
Advantage of squeezing over pounding clothes
Washing of rayon and woollens

4. Storage of clothing and bedding
A. Storage of cotton, woollens, silk and rayon clothing
B. Mothproofing, local materials, chemicals.
C. Storage containers—boxes, trunks, cabinets.

V. *Maternity and Child Care*

Problems of Maternal and Infant mortality in India

Parental Care
Factors influencing parental development

Preparation for the birth event
Cleanliness during delivery
Supplies and equipment

Care of the new born child
a. Clothing
b. Bathing the baby
c. Breast feeding

d. Importance of supplementary feeding and when to begin i..
Water and roughage
Vaccination and inoculations.

Care of the loctating mother

Weaning

Teathing

Formation of Habits
Sleeping
Eating
Toilet
Bowell and bladder training

Common kinds of indigestion

Symptoms, causes and prevention of certain childhood ailments—
Constipation and diarrhoea
Colds

Convulsions

Rickets

Small Pox
Measles
Sore eyes
Eczema
Diptheria

Ear Infection
Whooping cough
Mumps

Modern movements towards maternity and child welfare.

The social, emotion and psychological needs of the child from birth to adolescence.

The importance of play in the child's life.

The need for play centres for children.

The influence of the home on the behaviour and personality of the child.

VI. *Improved Housing*

Improved plans for new houses
Tour of training Centres Houses.
Plans for remodelling or enlarging houses.

Building materials

Clay, Brick, Stone, Tile, Galvanized iron, Cement, Asbestos stone lime, kankar lime, cement, cinder, sand and common timber.

Improved

Walls, floors, roofs, kitchen, doors, windows, ventilators

Sanitation

Septic tank, soakage pits, soaking channels, bore hole latrines, Trench latrines.

Water Supply

Kuchha and pucca wells, cover d or sanitary wells, tube wells, ponds, streams and canals

Kitchen arrangements

Chula, raised work space, storage for food and dishes, sink with drain to kitchen garden cross ventilations.

Arrangement of courtyard

Housing for animals, bathroom latrines.

VII. *Family Health and Village Sanitation*

The meaning of health (physical, mental and emotional)

Standards of health and vital statistics

Causes of disease—

Infection, its spread, its control—Preservation of health by following scientific health rules Cleanliness—(explain meaning of hygienic cleanliness)

Personal health	Cleanliness of person's body and clothes Care of hair, teeth and nails Care of bowels and eyes Rest, sleep recreation Nutrition—food, water, air
Environmental health	Cleanliness of houses, courtyards and streets Disposal of all wastes Drainage of houses and courty and Latrines—different kinds, their care and use, Control of files, insect pests and rodents, Ventilation of rooms especially in cold weather
Preparing cooking and storing food Care of wells—danger of open wells Immunization—Smallpox and B. C. G. vaccination and sex hygiene. Family planning.	Choice of partner. Co-operation of partners. Responsibility of each other and to children Puberty Menstruation Pregnancy Labo
Maternal and child care . . .	Danger of untrained dais Preparation
Available health services in the village Care of infections in the home.	Insolation Dangers of visitors, flies, animals Disinfection
Simple home remedies	Dangers of quacks and patent and un scientific medicines.
Simple nursing care	In fever, diarrhoea, old age.
Throughout the teaching of this syllabus use should be made of simple teaching aids.	Flannelgraphs, flash cards, films and filmstripes, if possible, posters and pan phlets, drama.

VIII. *Wise Expenditure of Family Income*

1. What is meant by income—

Money income

Real income

2. Present expenditure of the family for
   a. Food
   b. Clothing
   c. Household upkeep
      Utensils
      Bedding
   d. Light and fuel
   e. Medicines
   f. Festivals
      Marriages
      Deaths

3. Problem of marriage

4. What decides the amount to be spent for different items in family living.
   a. Occupation of different members of the family
   b. Age of the different members
   c. Sex of the different members
   d. Customs of the community
   e. Kind of house the family lives in

5. What are the present ways of saving used by village families
   a. Hiding underground
   b. Lending money on interest
   c. Saving on jewellery
   d. Investing in lands—houses

6. What are good methods of saving money ?
   a. Saving Bank
   b. National Savings Certificates.
   c. Insurance
   d. Co-operatives
   e. Other methods of saving
      1. Saving by sewing machine
      2. Food preservation
      3. Proper storage of food and clothing
      4. Preventive Health measures
      5. Co-operative buying—grinding machine, sewing machine, etc.

IX. *Handicraft*

The students will be taught to appreciate the beauty of Indian arts and crafts, and to use Indian metife as an inspiration for their original designs.

They will apply art principles in making various articles. The Chief emphasis is on articles which may be made to supplement the family income. Some time will be spent, however, in helping the students to see how much of this material can be taught to women to use in their daily living.

The students will make the following :—

1. *Stencilling* and *Block printing* on a tray cloth or place mat. The design is to be original drawn by the student.

2. *Basketry*

3. Weaving—a mat

4. Tie—and—dye work.

5. An aritlce using *batik* work.

6. Toy making.
   Cloth
   Weeds and other natice materials.

7. Pottery.

X. *Small Industry*

Canning Industry
Making preserves and pickles
Vegetable canning.
Making peanut butter.

XI. *Family and Village Recreation*

Indoor and outdoor games

Games for sick children

Games without equipment

Folksongs, dances, dramatics

Use of natural talents
- Singings
- Dancing
- Recitation
- Musical
- Drama

Story telling

Play equipment
- Selection and construction

Toys
- Home made toys
- buying toys

Organisation of village recreationa programme.

XII. *Co-operation*

1. Co-operation—its meaning and economic and social significance.
2. General principles of Co-operation
3. The strong and weak points o co-operation *vis-a-vis* other forms of economic organisations.
4. Principles underlying various types of co-operative activities—
   (i) Co-operative Credit.
   (ii) Co-operative farming.
   (iii) Consolidation of holdings.
   (iv) Co-operative marketing: (a) Sales (b) purchase
   (v) Co-operative dairying, poultry keeping, bee-keeping, spinning, weaving, etc.,
5. Organisation and working of Co-operative Societies, Co-operative Unions and Co-operative Banks.

APPENDIX 'F'

COMMUNITY PROJECTS ADMINISTRATION

Syllabus for the Training Centres for Social Education Organisers

(Finalised in the meeting on 12th and 13th Feb., 53)

GROUP 1.—*Social Sciences*

(Proposed lecture work hours—45)

1. Rural Society—its structure—Caste system and prejudices.

2. Methods of approach to rural society—individual group and community and mass.

3. History of Rural Welfare in India—Social legislation.

4. Problems of individual, family and community in Indian villages. Special problems o children, youth and women.

5. Principles of Social Organisation Techniques of village community and group organisation—Training for leadership.

6. Aims and objects of social work—Methods of social work—Case method. Group method, community method and mass approach.

7. Social Psychology—Rural Psychology—factors determining them.

8. Social investigation—methods and techniques of social diagnosis—Methods of ascertaining felt needs.

9. Methods of establishing sound community relations and communal harmony.

10. Backward Classes and Tribal people—Their problems.

11. Techniques of assessment and evaluation of work—maintenance of records.

GROUP II.—*Rural Economics, Civics and Co-operatives.*

(Proposed lecture work hours—35)

Rural Economics:

1. Indian Rural conditions—Rural Society—its structure and problems.

2. Village economy—The nature of land utilisation—the occupational distribution of population—the standards of living.

3. Land economics—Land tenures and legislation.

4. Rural indebtedness—its causes and cure—Debt legislation.

5. Agricultural unemployment and underemployment—Village crafts and cottage industries.

6. The Five Year Plan—various development programmes in operation, Rural Planning.

Co-operatives:

7. Principles of co-operation—its economic and social significance.

8. Various types of co-operative activities, multipurpose co-operatives—Co-operative farming.

Civics:

9. Elements of civics.

10. Meaning of citizenship—Developing qualities of democratic citizenship.

11. Our country and our Government Indian constitution and administrative set up from village to centre.

12. Village administration—Gram Panchayat and other institutions—Problem of improvement.

13. Leading political, social and cultural organisations in the country—their objectives and methods in terms of village welfare.

GROUP III.—*Village Extension Services*

(Proposed lecture work hours—35)

1. Village extension services—Principles, techniques and methods.

2. History and progress of rural extension programme in other countries of the world—U. S. A., Mexico, China, etc.

3. History and progress of village extension services in India with special reference to Gandhian constructive programme.

4. Improved Agricultural methods and techniques with special reference to Indian Village conditions.

5. Animal husbandry and veterinary—care of animals—good breeding, etc.

6. Public health—its modern conception—environmental hygiene, personal hygiene.

7. Rural sanitation and water supply.

8. Improvement of housing—general layout of the village.

9. Utilization and disposal of rubbish, night soil, urine and house waste water.

10. Rural medical relief and anti-epidemic measures.

11. School hygiene and health education—Methods and programmes.

12. Diet and nutrition—balanced diet—care and preservation of food and drinks.

13. Maternity and child welfare—Family Planning.

14. Care of the physically handicapped.

15. Preparation of key point talks on subjects like hot weather cultivation, wet cultivation, soil conservation, manures, mixed cropping, improved implements, improved [seeds, vegetable and fruit growing and on health and hygiene.

16. Utilization of available facilities and services.

GROUP IV.—*Social Education and allied subjects*

(Proposed lecture work hours—60)

1. Social Education—the new concept—its aims meaning and content.

2. Methods and techniques of social education—Administrative set up—personnel and agencies.

3. Community Development Projects—Aims and objectives—Their organisational set up—need for co-ordination of different development services.

4. Role of village level workers, social education organisers and Chief Social Education Organisers.

5. Plan of work—Effective supervision of social education work—Techniques of help and guidance of field workers.

6. Oragnisation of administrative machinery of social education—Preparation of annual programmes, maintenance of records and accounts.

7. Planning and conducting village surveys—techniques of working with the people from their felt needs—drawing up village projects and plans.

8. Techniques and methods of promoting villagers participation.

9. Elements of Adult Psychology and child psychology.

10. Organisation of literacy classes—methods of literacy—preparation of lessons and reading material.

11. Citizenship training—teaching of health and hygiene—Every day science—Learning by doing and activity methods—Dignity of labour.

12. Organisation of follow-up activities with a view to prevent relapse into illiteracy and ignorance.

13. Audio visual aids—Use of instruments like magic lantern, film strips projector, film projector, epedioscope, gramophone and other aids—Preparation of visual aids.

14. Organisation of recreational and cultural activities like dramas, kathas, kirtans, bhajana, folk song, fold dances, etc.

15. Organisation of leisure time activities. How to use leisure profitably.

16. Organisation of Physical welfare activities—Like games, sports, Akharas, mass drills, trips or excursions.

17. Methods of organising and promoting village social activities, festivals and fairs. Starting child welfare, youth welfare and women's welfare movement.

18. Creation and development of sound public opinion by group discussions and other means.

19. Village Library Service—Creating interest in reading and writing.

20. Setting up community centres—Organisation, administration and functions of a community centre—Programme Planning and Evaluation.

21. Refresher courses and short-term training for school teachers and Village Level Workers in Adult Literacy, follow-up and other Social Education work.

22. Management of village Radio set and organisation of listening groups.

23. Techniques of Publicity and demonstrations for rural areas.

GROUP V.—*Religion, History and Culture*

(Proposed lecture work hours—20)

1. Rural life, culture, customs and manners.

2. Village superstition and taboos.

3. Brief outline of history of Indian culture.

4. Brief outline of Indian History—and its interpretation.

5. Role of religion in community life.

6. Comparative religion—Unity of fundamental conceptions.

7. Religious festivals, their original significance and reorientation and reoganisatio their cultural values.

8. Importance of Character and moral standards in village work.

9. Development of Aesthetic sense.

ANNEXURE

COMMUNITY PROJECTS ADMINISTRATION

Committee for Framing Syllabus for Special Supplementary Training Course for Social Education Organisers Working in Tribal Areas

The following members formed the Committee :—

1. Dr. Shrikant
2. Prof. A. R. Wadia—Hyderabad Centre
3. Shri G. Ramachandran—Gandhigram Centre
4. Dr. Roy—Sriniketan Centre
5. Dr. T. A. Koshy—Allahabad Centre
6. Shri S. N. Tamhane—Nilokheri Centre
7. Shri H. P. Saksena—Nilokheri Centre
8. Shri L. K. Maclaughlin—Ford Foundation
9. Shri A. R. Deshpande, C. P. A.

The Committee discussed each and every item of the proposed syllabus. The syllabus for a three month's course, as it emerged after taking into consideration the additions, is given below.

SYLLABUS

GROUP I.—*Social Sciences*

1. Tribal Society and Tribal Social structure.
2. Origin, classification and distribution of tribal people over the country.
3. Comparative study of the different tribes in India.
4. Methods of approach to the tribal people for education, medical help and other schemes of tribal welfare.
5. Elementary principles of Social Anthropology.
6. Problems of inter-tribal harmony and harmony between tribals and non-tribals.

GROUP II.—*Tribal Economy, Civics and Co-operatives*

1. Tribal economy, tribal markets, *mandis*, festivals and gatherings.
2. Problems of adjusting tribal economy to changing conditions.
3. Tribal methods of agriculture.
4. Shifting cultivation, terracing and irrigation.
5. Soil conservation by terracing and contour bunding.
6. Preservation of forests and wild life.
7. Forests produce and their utilization.
8. Forests Labour Co-operative Societies.
9. Grain golas and grain banks and their working in different States.
10. Types of Social Work for tribal people.
11. The various Social Organisations doing welfare work among the tribals and their programmes of work.

GROUP III.—*Tribal Extension Services*

1. Health and hygiene in tribal areas.
2. Problems of drinking water and sanitation.
3. Customs Practices like witch craft and headhunting.

GROUP IV.—*Social Education and Allied Subjects*

1. Special problems of Social Education amongst the tribal people and programmes of Social Education.
2. Problems of literacy amongst tribal people—Methods and techniques necessary.
3. Problems cf correlating Social Education with Primary and Basic Education in tribal areas.
4. Pattern of organisations for youth welfare, child welfare and woman welfare activities in tribal areas.
5. Tribal habits and customs, helpful and harmful to Social Education.
6. Tribal dances and tribal folk lore and songs.
7. Tribal games, sports, recreational and cultural activities.
8. Constitutional proivisions and legislation about tribal people.

GROUP V.—*Religion, History and Culture*

1. Social customs of the tribals.
2. Tribal culture and religious beliefs, superstitions, and taboos.
3. Tribal festivals.

APPENDIX 'H'

Qualifications and Experience Required for the Teaching Staff at Social Education Organisers Training Centre, Nilokheri

DIRECTOR

1. *Qualifications* :—

(a) Master's Degree of a recognised University/at least Second Class in Arts or a Post Graduate Diploma in Social Sciences.

(b) Degree in Education and /or teaching ability in Adult Psychology, Adult Literacy and other subjects relating to Social Education would be considered as additional qualification.

2. *Experience* :—

(a) At least 5 years experience in a training institution.

(b) Experience of work in Social Education field in responsible capacity.

DEPUTY DIRECTOR

1. *Qualifications* :—

(a) At least a Second Class Master's Degree in Arts or Post Graduate Diploma in Social Sciences.

2. *Experience* :—

(a) Experience of work in the Social Education field in responsible capacity for at least three years.

(b) Sound knowledge of Social Education, Audio-visual Education, Adult Literacy Methods and other subjects pertaining to Social Education, like organisation of recreational and cultural activities etc.

(c) Experience of work in a State Education Department to be preferred.

GROUP No. 1.—*Social Sciences*

One Senior Instructor	He should be a trained Sccial Sciences person with experience of work or standing at least of five years.

GROUP No. 2.—*Rural Economics, Civics and Co-operation*

One Senior Instructor	Preferably a man who is M. A. in Economics or M. Com. and has some teaching experience in a college.

GROUP No. 3.—*Village Extension Services*

One Senior Instructor	He should be a B.Sc. in Agriculture and should have knowledge and teaching experience of Extension Methods.
One Junior Instructor	A Field Assistant. He should be B.Sc. in Agriculture, with experience of organising village work in rural areas.

GROUP No. 4.—*Social Education*

One Senior Instructor	He should be a specialist in production of literature for Social Education, organisation of cultural and recreational activitie literacy methods and should have field experience in these subjects.

One Junior Instructor	To act as field assistant in practicals at the Centre and village work in Social Education, should be able to take up creative work at the centre, such as posters, flannelographs, etc.
Another Junior Instructor (Lady Instructor)	Preferably a woman to be incharge of women's and children's work. Should be a graduate and have field experience of organising these activities and teaching ability.

Group No. 5.—*Religion, History and Culture*

One Senior Instructor . . .	Should be M.A. (either in Philosophy, History or Anthropology) and should have teaching experience in a college.

Tentative Draft of the Syllabus for the Training of Group Level Workers

The duration of the training course will be rather short, *i.e.*, for about 2 months and therefore it is suggested that training in extension methods may be imparted rather in detail and only general outline of the work in regard to other developmental subjects may be given to the trainees As suggested by the Community Projects Administration in the tentative syllabus for the B.D.O's the training of the Group Level Workers as well, should be job-oriented and their approach be a problem approach.

Syllabus

Preliminary :—

1. Object of the training.

2. Post-freedom problems of India :—
   (a) Social and Political.
   (b) Economic.

3. Steps taken by the Central and State Governments for village uplift and the degree of success achieved by them.

4. Pilot Projects, Community Development Projects and National Extension Blocks—Place in the Five Year Plan.

Rural Extension Service :—

1. Meaning and scope of Rural Extension Service.

2. Principles and philosophy of Extension Work.

3. History and progress of Rural Extension Programme and organisation in other countries of the world :—
   (a) U.S.A.
   (b) Mexico.
   (c) Greece.
   (d) China.

4. History and progress of similar work in India by official and non-official agencies *viz*. Sarvoday Martandum, Srinikeatan, etc.

5. Duties and qualities of an Extension Worker.

6. Young Farmers Club.

Widening Villagers Horizon : Villagers Participation and Social Education :—

1. Rural Psychology : Factors determining it.

2. Rural life and culture.

3. Rural Customs and manners.

4. Methods of approach to Villager :—
   (a) Individual approach.
   (b) Group approach.
   (c) Community approach.

Methods of ascertaining "Felt needs".

Principles and methods of widening villager's horizon.
   (a) Demonstration,
   (b) Sight-seeing,
   (c) Rural Institutions,

(d) Film Programme,
(e) One-act plays,
(f) Meetings,
(g) Group discussions,
(h) Mass publicity,
(i) Farmer's, fair,
(j) Competition, and
(k) News Letter.

Methods of enlisting villager's willing co-operation.
(a) Democratic alliance.
(b) Cultural traditions.
(c) Recitations, Bhajans, Keertans, etc.
(d) Participation in feasts, festivals and fairs, etc., with a view of integrating them for rural reconstruction programme.

Important Preliminaries of Extension Activities :

1. Surveying the area : Questionnaire and interpritation of results.
2. Determining felt needs and priorities of programmes, concentration of effort.
3. Fixing of Realistic Targets.
4. Preparing the annual programme of work, and break-down schedules.
5. Ensuring a reliable supply-line.

Technique of Supervision, help and Guidance of the Lower Field Worker :

1. Getting various departmental services to the village to which he is entitled.
2. Yard-stick for assessment of progress of development work.
3. General—Principles of maintenance of accounts in different Development departments of the State.
4. Organisation of Administrative machinery for extension workers at different levels.
5. Inner Democratisation of an extension Organisation
   (a) Social gatherings.
   (b) Importance of contents up and down the line.
   (c) Group level and village level workers meetings and their importance.
6. Planning, extension and evaluation of extension programmes.
7. Writing up reports on Extension schemes.

Agriculture :

1. Principles of Agriculture Extension.
2. Technique of laying out demonstrations and explaining them to the sight-seers.
3. Principles and practice of :—
   (a) Hot weather cultivation.
   (b) Moisture conservation.
   (c) Green manuring with Sanai, Dhaincha Moong Type 1, etc.
   (d) Mixed cropping.
   (e) Sowing crops in lines and distancing.
   (f) Proper conservation of F. Y. M. in villages.
   (g) Storing of seed for the next season.
4. Group discussion on important field crops, with a view to ascertain and appreciate actual field problems.

5. Group discussion on proper land use :—
   - (a) Problem and magnitude of soil erosion; method of controlling the same under existing farming conditions ; some practical suggestions.
   - (b) Conservation of soil and soil fertility.
   - (c) Crop rotations and double cropping.

6. Group discussion on solving the manure problem in the villages :—
   - (a) Proper conservation of manure under existing conditions.
   - (b) Tapping other resources : Application of these methods and their probable success.
   - (c) Use of Green manures: their economics.
   - (d) Use of other organic manures : their economics and uses for different crops.
   - (e) Inorganic manures ; their scope, suitability and economics and possible doses in different crops.
   - (f) Compost manures ; its scope, suitability and economics and different methods of its preparation.
   - (g) Importance of cattle urine, particularly on compost.
   - (h) Human Excreta and urine as manure. Different methods of their uses.

7. Group discussion on Irrigation problems :—
   - (a) Dry farming practice its uses and economics.
   - (b) Sinking more wells, tube-wells etc., and their possibility.
   - (c) Water-lifts : economics of each.
   - (d) Problems connected with canal irrigation system, *e. g.*, cleaning of Guls.

8. Group discussion on pedigree speed multiplication *vis-a-vis* saturation programme

9. Group discussion on the technique of experiments.

10. System of seed advances and procurement and problems connected with them.

11. Government loans and advances and problems connected with them.

12. Use of common agricultural implements.

Horticulture and Vegetable gardening :

1. Group discussions on :—
   - (a) Laying out a model orchard.
   - (b) Laying out a nursery.
   - (c) Selection of seedling from the nursery.
   - (d) Packing of seedlings and fruit plants from the nursery.
   - (e) Care of the plants after the journey.
   - (f) Protection of young plants from hot and cold winds.
   - (g) Growing of vegetables in the gardens.
   - (h) Manuring of orchards.
   - (i) Methods of obtaining seeds from the nursery.
   - (j) Storage of vegetable seeds.
   - (k) Van-Mahotsava—fruit and fuel trees.

2. Problem of old orchards in the villages ; Ways of improving them.

Plant Protection:—

1. Locusts, their cycles, seasonal life-histories and method of control

2. Group discussion on some important diseases and their method of control:—
   - (a) Crops, *e.g.*, rusts, smuts, red-rot etc.
   - (b) Vegetables, *e.g.*, lights and virus, etc.
   - (c) Fruit-plants, *e.g.*, Canker.

3. Group discussion on some important pests and their method of control :—
   (a) Crops, *e.g.*, Rice Gandhi, sugarcane pyrilla, stem and root borers, stoved grain weevils, etc.
   (b) Vegetable weevils and moths, etc.
   (c) Fruit plants mango-hopper and aphis etc.
4. Group discussion on the problem of controlling field rats and procupines.
5. Preparation and use of some of the important insecticides and pesticides.

Animal Husbandry and Veterinary :

1. Group discussion on the most important contagious and non-contagious diseases in the animals :
   (a) Haemorrhagic Septicimia,
   (b) Rinderpest,
   (c) Anthrax,
   (d) Foot and mouth,
   (e) Impaction of rumen,
   (f) Tympanitis,
   (g) Dysentary,
   (h) Diarrhoea, and
   (i) Indigestion.

Discussion on problem of common feeds of animals.

Possible suggestion for improvement under village conditions.

Problem of breeding bulls in the villages, Key village Schemes and artificial insemination.

Village Arts and Crafts :

(a) Existing arts and crafts and how to improve them.
(b) Training-*cum*-Production Centres.
(c) Marketing.

Discussion on sheep and goat and poultry-keeping in the villages.

Health, Sanitation and Village Hygiene:

1. Aim of Public Health—Definition, its modern conception.
2. Disposal of house waste-water, different types of soakage and absorption pits.
3. Disposal of rubbish and other nuisance.
4. The different designs of latrines.
5. Generl cleanliness.
6. Sanitation in fairs : agreement to be made :—
   (a) Rural medical relief—Treatment of minor ailments, common poisons and their treatment.
   (b) School Hygiene : Health habits and work amongst school going children.
   (c) Malaria, cholera, typhoid, small pox and plague preservation and control measures
   (d) Constructions and working of smokeless chullas.

Education :

1. Adult and child psychology.
2. Different methods adopted for educating the adults in this country and elsewhere.
3. Basic schools and conversion of existing schools into basic or craft-baised.
4. Social education in the new concept.

Co-operatives :

1. Co-operation : its meaning and economic and social significance.
2. General principles of co-operation.
3. The strong and weak points of co-operation.
4. The essential factors for the success of co-operatives.
5. Groups discussion on principles underlying various types of co-operative activiti s :
   - (i) Co-operative credit.
   - (ii) Co-operative farming.
   - (iii) Consolidation of holdings.
   - (iv) Co-operative irrigation :—
     - (a) Tube-wells.
     - (b) Pumping sets.
   - (v) Co-operative marketing :—
     - (a) Sales.
     - (b) Purchase.
   - (vi) Co-operative industries, *e.g.* —
     - (a) Tanning,
     - (b) Weaving, and
     - (c) Khandsari Sugar, etc.
   - (vii) Co-operative Stores, seed stores.

Working of Co-operative organisations :

1. Organisation and working of primary societies, their programme of work, difficulties and practical suggestions.
2. Multipurpose co-operative societies.
3. Organisation of District Federation for Co-operative Unions.
4. Organisation of Co-operative Banks.
5. Model Bye-laws of all kinds of Societies and Unions.

Panchayats :

1. Constitution of panchayats—aims and powers.
2. Panchayat acts and rules.

Roads :

1. Earth roads, kankar roads, metalled roads, plants required ; their methods of construction and specifications.
2. Dust prevention: Surface painting with tar, cement concrete roads.
3. Maintenance of roads ; path repairs, rat repairs, repairs to road structure.

Rural Recreation :

1. Games without equipment.
2. Folk songs, dance, dramatics.
3. Recitation—use of natural talents.
4. Story telling.

NOTE.—Practicals should be arranged on the basis of the above. Trainees should be taken round project areas to study the problems and their working. The trainees should spend a reasonable part of their time in villages doing supervision of the work being done by the Village Level Workers. Emphasis should be laid on in-service training and on devloping leadership in the trainees.

8—4 M. of C. D./57.

APPENDIX 'J'

Tentative course outline for Existing Staff of Health Personnel Working in Community Project Areas

Persons attending . . . . . Physicians, nurses, health visitors, senior sanitation personnel.

Length of Course . . . . . 44 days per course (8 weeks).
38 ½ hours per week.
7 hours per day (for 5 days).
3½ hours on Saturday.
120 hours—Lectures and indoor studies.
148 hours—Planned field work.
40 hours—Review of activities, examination etc.

First Week

(all personnel attending course)

3 days : The Community Development Project Programme and the National Extension service.

1. The Community Development Project Programme and the National Extension Service:

1.1 The philosophy of this kind of a programme (An inspirational talk) :
 1.1.1 Integrated attack on the country's problems.
 1.1.2 Village self-help.

1.2 Relation to India's development. Its importance to the Country.

1.3 Relation to the development of the South-East Asia region and its significance in the world scene.

1.4 General overall organisation :
 1.4.1 Objectives.
 1.4.2 Planning Commission.
 1.4.3 Administrative structure.
 1.4.4 Operational structure.

1.5 Integrated nature of the programme. Relationships of education, agriculture, home crafts, health, etc.

1.6 Place of health services in the programme :
 1.6.1 Importance of health element.
 1.6.2 Administrative patterns.
 1.6.3 Important role of health worker.

2. Use of extension techniques in the total programme :—
 2.1 Nothing new. Adaptation of long used methods.
 2.2 Based on participation of individual in self-help and village improvement.
 2.3 Revival of Panchayat as a local administrative organ.
 2.4 Influence of extension techniques on traditional patterns of health services :
  2.4.1 Need to increase effectiveness of limited health personnel.
  2.4.2 Need to develop public health and preventive aspects of health services.
  2.4.3 Need to include the villager in determining health service priorities and in planning activities.
  2.4.4 Importance of educational approach.

4th and 5th day : Public Health.

3. Public Health :—

3.1 What is the Public Health point of view :—

3.1.1 Parallelism of patient and physician-community and public health worker.

3.2 Health education as a basis for health improvement.

3.3 Need to develop local responsibility for health services.

3.4 Health committees and councils.

3.5 Use of auxiliary workers to promote health :

3.5.1 Teachers.

3.5.2 Gram Sevaks.

3.5.3 Other Community Development personnel, *i.e.*, agriculturists, etc.

3.5.4 Village chiefs and elders.

3.5.5 Religious leaders.

3.6 Co-operation with voluntary health agencies where such exist.

6th Day : Health organisation and laws—The framework within which they work.

1. Centre.
2. States.
3. International:
   (a) Multilateral
   (b) Bilateral
4. Records and reports.

Second Week

Lectures and Discussions:

1. Heatlh Problems :

1.1 What are the real health problems of the village.

1.1.1 To help the villager recognise his health problems.

1.1.2 To stimulate the villager to be interested in his health.

1.1.3 To help the villager learn how to *do* something about his health and the health of his community.

1.2 The village self-help principle.

1.3 Importance of attaching intensively a few significant problems rather than trying to get improvement on a very broad front.

1.4 Importance of recommending simple, specific procedures for improving health practices.

2. Development of the "team" concept among health workers in health programmes.

(a) Role of doctor, health visitor, nurse, midwife, sanitation personnel in a community health programme.

3. Discussion of field observations (techniques and methods).

Field Work

1. Survey of village, recording observations of socio-economic-health conditions and problems.

2. Discussion (*See* 3 above) of observations made; selection of problems of importance in relation to health, and discussion of each health worker's part in solving the problem—"team concept."

Third Week

Mornings to be spent in practical field work for each type of health worker.

(a) Medical Officers . . . . Participation in clinics ; school health ; home visits.

(b) Health Visitors . . . . Participation in *ante-natal* infant and pre-school clinics ; school health programmes home visiting.

(c) Midwives . . . . . Participation in *ante-natal* and *post-natal* clinics ; assistance in delivery cases home visits.

(d) Sanitation personnel . . . . Participation in environmental sanitation surveys including housing ; construction of wells, latrines, compost and soakage pits, drains.

Afternoons—Total Group.

Lectures and Discussions :

1. How do people learn ? (*See* supplementary sheet).
2. Health education principles and practices (*See* supplementary sheet).

Fourth Week

Mornings—Continuation of practical field work for each type of health workers.
Lectures—Discussion—Demonstration.
Afternoons—Total Group.
3 days : Communicable diseases (*See* supplementary sheet).
5th and 6th days : Food and Nutrition (*See* supplementary sheet).

Fifth Week

Mornings—Continuation of practical field work for each type of health workers.
Afternoons—Lectures, discussion, demonstration.
Total Group—Environmental sanitation (*See* supplementary sheet).

Sixth Week

Mornings—Continuation of practical field work each type of workers.
Afternoon—Lectures, discussion, demonstration.
Physician, nurses and health visitors group—M. C. H. (*See* supplementary sheet).
Sanitation personnel—En' ronmental sanitation.

Seventh Week

Mornings—Field work continued for all groups.
Afternoons—Lectures, discussions, etc.
(a) First aid.
(b) Personal hygiene.

Eightn Week

Mornings—Continuation of field work for all groups :—
(a) Highlights of course.
(b) Evaluation and appraisal (staff and students).
(c) Review, examinations, etc.

NOTE.—In items (communicable diseases, environmental sanitation, M. C. H., Food and Nutrition, First Aid), particularly, the curriculum should include .

1. That which is of importance to rural villages.
2. Factually correct but simple information.
3. Practical methods of control.
4. Relationships to the community.
5. Relationships to other Community Development activities.

Supplementary sheet

HOW DO PEOPLE LEARN ?

1. The learning process, what it is.
2. Teaching and learning as components of education.
3. How people learn, Situations which may be expected to result in learning taking place:—
   (a) Real life experiences—full participation.
   (b) Observation of real life—demonstration.
   (c) Observation of visual material—posters, charts, movies.
   (d) Listening to verbal accounts of experiences—lectures.
   (e) Reading about experiences—texts.
4. When people learn—Conditions to be met if learning is to take place.

(a) *Exposure*	People must be exposted to the experience.
(b) *Attention*	People's attention must be attracted and held.
(c) *Motivation*	The learner must be motivated to learn. He must want to learn.
(d) *Patterns of behaviour*	The material or acts being taught must be in accordance with the way the learner usually behaves. Radical changes are strongly resisted.
(e) *Comprehension*	The material being learned must be in comprehensive terms.
(f) *Purpose*	The purpose of the learning must be clearly understood. (When purposes are confused, errors in learning take place.)
(g) *Learning and retention*	The matter being learned must be retained and of greatest importance, put into operation, if the purpose of the learning is to be useful. It is not enough to "know" but also "do".

5. Information giving—Its place in the Teaching—Learning process.—Its deficiencies when unsupported by an educational programme.

6. Falacies of education.
   (a) That education is effected by words.
   (b) That education can be effected by repetition.
   (c) That people are ignorant in matters concerning their health.
   (d) That education is a rational process.
   (e) That to know is to do.

7. Some practical approaches to ensure that learning takes place in health programmes.
   (a) Begin teaching with something the people are already interested in.
   (b) Move slowly to other important problems.
   (c) Keep all materials and words in simple language and form.

(d) Be sure people understand even these simple materials, ask questions to be sure.

(e) Encourage people to help in selecting projects to work on and in planning work.

(f) Encourage people to help in carrying out health work.

(g) Move slowly, with the people.

(h) Be honest—do not fool the people.

(i) Try to assure that people achieve some successes relatively soon and relatively easily. Success experiences encourage further efforts.

Supplementary Sheet

Health Education Principles and Practices

1. Health Education
   - (a) What is it—objective, getting people to act.
   - (b) When does it occur.
   - (c) Where does it occur.
   - (d) Who is involved—people, health workers, health educators.
   - (e) Relationship to health programme.

2. Place of health instruction or health information in a public health education programme.

3. Basic educational principles to be applied.

4. Kinds of situations and activities which promote education in health.

5. Health education role of:—
   - (a) Various members of the health team.
   - (b) Workers in voluntary health agencies.
   - (c) Leaders such as School Teachers, religious leaders.
   - (d) The general public as voluntary workers.

6. Tools and techniques of health education and how they are put to use :
   - (a) Speech, lectures, discussion groups, plays, etc.
   - (b) Audio-visual aids, movies, slides, charts, posters, etc.
   - (c) Written materials, manuals, pamphlets, texts, etc.
   - (d) Demonstration—exhibits, displays, field demonstrations, field trips, etc.
   - (e) Combination of methods.
   - (f) Special problems :
     - (1) Finding and using local resources ,
     - (2) Finding and using local bodies,
     - (3) Identifying and using normal channels of communication,
     - (4) Adjusting techniques and materials to local cultural pattern,
     - (5) Developing simple, specific materials, and
     - (6) Desirability of pre-testing materials.

7. Patterns of citizen participation and ways of organising communities for health work :—
   - (a) Health committees and councils,
   - (b) Organising communities :
     - (1) New organisations,
     - (2) Existing organisations.
   - (c) Campaigns.
   - (d) Volunteer service.

8. Planning for health education :—
   (a) In terms of needs,
   (b) Setting obtainable objectives,
   (c) Using citizen assistance in planning,
   (d) Using all appropriate available resource.

9. Need to measure effectiveness of our work of our objectives.

Supplementary Sheet

Communicable Diseases

1. Definition and common terminology :—
   (a) Acute
   (b) Chronic
   (c) Carrier
   (d) Contact, etc.

2. Causes and transmission :—
   (a) Source of infection :
      (1) Where bacteria live ?
      (2) How bacteria grow and multiply?
      (3) Water, milk and food as media for growth.
   (b) Method of transmission :—
   (*a*) Directly from person to person.
   (*b*) Indirectly . . . . Discharges from the intestinal tract.
   Discharges from skin lesions.
   Discharges from throat, mouth, nose, etc.
   Contaminated food and water.
   Insect-flic, flieas, mosquitos, etc.
   Soiled hands, utensils, etc.

3. Early manifestation and recognition :—
   (a) Incubation period.
   (b) Period of communicability.
   (c) Preliminary measures to be taken.

4. Specific diseases—cause and prevalence, signs and symptoms :—
   (a) Tuberculosis.
   (b) Small Pox.
   (c) Typhoid.
   (d) Cholera.
   (e) Plague
   (f) Whooping cough
   (g) Measles.
   (h) Others.

5. General methods of prevention and control :—
   (a) Preventive :—
      (1) Sanitary disposal of human excreta.
      (2) Protection of water supplies against fowl contamination.
      (3) Boiling of milk.
      (4) Control of flies, mosquitos and rodents, etc.
      (5) Education of the public in habits of personal cleanliness.

(b) Control :

(1) Investigation of source of infection,
(2) Reporting to proper authorities,
(3) Disinfection,
(4) Instruction.

(c) Immunization :

(1) Natural.
(2) Acquired.

Supplementary Sheet

Food and Nutrition

1. Need for nutritional education :—

(a) To understand nutritional problems of family, village and nation.
(b) To make correction to existing problems—Increase production, better distribution of food, variety of food, foods for health, conservation of food, importance of food preparation.
(c) To acquaint all age groups of good nutritional habits.
(d) To reach the greatest number of people in a short time.
(e) Training people, teachers, local leaders.

2. Food patterns and nutrition :—

(a) Cultural significance of food, security, social prestige.
(b) Dietary habits imposed by religion, superstitions and prejudices.
(c) Good or bad traditional habits of food, preparation and problems of introducing new practices.
(d) Local food habits, main foods balanced or not balanced.
(e) Attitudes towards certain foods (meats, egg), effect on dietary standards of people.
(f) Changing food habits—effected by education, economic status, sanitary practices, psychological factors.

3. Technique of studying food habits and use of study :—

(a) Why : . . . . . . To get general picture of what people eat.
How they feel about food, importance to health.
Food habits, good or bad.
Indication of nutritional education needed.

(b) How to secure information ? . . Security of food intake meal pattern of groups and individuals.
Observation of groups and individual behaviour.
Questionnaires, interviews, check of shaping habits.
Schools and public eating places.

(c) Use of Study : . . . . Should new food be added to diet ?
Should there be increased production or better use of existing foods ?
Can the needed food be secured or produced locally ?
To change agricultural practices, food distribution and economic conditions.

4. The importance of food to the body :—

(a) To maintain life, health.

(b) Build up or repair body.

(c) Protection against disease.

(d) Produce energy.

5. Food classification , sources, function :—

Protein :. . .	Meats, fish, poultry eggs, cheese, milk, dried peas, beans, peanuts and other nuts. Cereal and bread.	Builds and repairs body. Provides material growth. Provides energy.
Carbohydrates : .	Cereals, bread, sweets, potatoes, fats, nuts, milk, cream, dried fruit.	To provide body heat and energy .
Vitamins : . .	Carrots, greens, butter, cheese, milk, liver, egg yolk, sweet potatoes, fish oils, pepper, tomatoes.	Promotes growth, aids in resisting infection, prevents night blindness.
	Lean red meats, chicken, liver, whale, grain, cereals, beans, peas, peanuts, yeast, eggs, milk, green leafy vegetables.	Promotes growth stimulates appetite, prevents nervousness, helps keep skin, eyes healthy, maintains health and vigour.
	Oranges, lemon, grape fruit, tomatoes, raw vegetables.	Helps regulate the body, keep bones, teeth and gums healthy, helps to resist infections.
	Sunshine, eggs, milk, fish oil. .	Regulates body machine, builds and protects bone and teeth, prevents rickets (bones soft, bend easily-knock knees and bowed legs).
	Green leafy vegetables, tomatoes	Aids in the glotting of blood after an injury.
Minerals-Calcium :	Milk, cheese, leafy vegetables, fish, whale grain.	Builds bone and teeth.
Phosphorus . .	Lean meats, liver, fish, dried beans, peas, eggs, cheese.	Aids in building bones and teeth. Calcium and phosphorus work together.
Iron . . .	Liver, egg yolk, lean meats, green leafy vegetables.	Makes red blood and helps prevent animia.
Iodine . . .	Sea foods, iodized salt, food grown in iodine rich soil (near sea coast).	Promotes growth in children helps to prevent gaiter.
Water and roughage :	Fruits and vegetables whale grain cereal.	Water regulates body, temparat helps eliminate waste. Roughage insures proper elimination and prevents constipation.

6. Food requirement of human body :

Foods needed every day . . . Cereals, pu'ses, nuts, eggs, fresh vegetables, milk, and milk products, fruits, roots and tubers, fats or oils, milk or chicken or fish.

7. Malnutrition, its cause and effect :—
   (a) Define malnutrition—where does it exist?
   (b) Cause—Not how much a person eats but what he eats.
   (c) Effects—Thin bodies, fat bodies, low resistance to disease, tired run down, diseases etc.

8. Adequate diets, inadequate diets.
   Have each person keep record of each day's food intake, check these records against proper diet (No. 6) ? Why are they good or bad ? How can they be improved? Check physical conditions of each person.

9. Food for expectant mother :—
   Nutritional requirements.
   Nutritional disease during pregnancy.
   Protective foods.

10. Foods for the baby, growing children, the aging.
    Nutrition in infancy, effect on future health.
    Food needs of growing children, plan diets.
    How and why should food habits of older people?

11. Hazards to food nutrition :—
    Poor food, unsanitary food.
    Neglected teeth, bad tonsils.
    Intestinal parasites, calds and other diseases.
    Unsanitary eating habits, emotional disturbances.

12. India's nutritional problem and possible solution :—
    Nutritional education for all people.
    Home production of essential foods—milk, protein, vitamin and minerals.
    Change in eating habits.

13. Your approach to nutritional problems in the community project area :—
    Survey of family diets, recommended changes.
    Kitchen gardens, orchards, family milk cows, poultry eggs, consumption of meat or nuts.
    Conservation of food.
    Care of food in the home.
    Sanitary marketing of food.

14. References for course in nutrition :—
    Road to Good Nutrition—Haffkine Institute, Bombay.
    Nutrition—Lt. Col. Barkat Narain, Ministry of Health, G. O. I. Nutrition in Relation to Maternity and Infancy—New Delhi.

Supplementary Sheet

ENVIRONMENTAL SANITATION

1. General sanitation :—
   (a) Scope
   (b) Modern theories
   (c) Elementary microscopy or bacteriology.
2. Water supplies :—
   (a) Village—Wells, springs, tanks, etc.
      (1) Construction of wells.
      (2) Renovating of existing wells.
      (3) Disinfection and maintenance.
      (4) Emergency treatment of polluted water.

(b) Urban :

(1) Storage of water
(2) Clarification and treatment
(3) Distribution.

3. Sewage or excreta disposal :—

(a) Village :

(1) Latrines—type and construction.
(2) Septic tank—construction.
(3) Proper location.
(4) Use and maintenance.

(b) Urban :

(1) Treatment of sewage.
(2) Disposal and treatment of final effluent.
(3) Systems in use.

4. Refuse and household waste disposal :—

(a) Drainage :

(1) Soakage pits.
(2) Street drains.
(3) Dry wells.

(b) Compost pits.

(1) Cow manure.
(2) Street sweepings.
(3) Other wastes.

5. Housing—Village :—

(a) Site and planning—types and materials.
(b) Ventilation, lighting, dampness, heating.
(c) Facilities—available water, latrines, animal sheds.
(d) Smokeless chulas.
(e) Drainage.
(f) Facilities for storage of grain, refuse disposal and removal.

6. Insect and rodent control :—

(a) Mosquito :

(1) Diseases transmitted : causative factors.
(2) Breeding places, species, malarious, non-malarious.
(3) General control measures —
Spraying : residual, space, surface, etc.
Larva control Spraying, ditching, drainage, etc.
Screening.
Nets.
(4) Insecticides and larvacide :—
Types and usage : repellents, aerosols, etc.
Methods of mixing and preparing solution.
(5) Equipment :—
Sprays, nets, protective clothing and masks.
Maintenance of equipment.

(b) Flies:—

(1) Species—domestic, sand flies, etc.
(2) Relationship to disease.
(3) Breeding places.
(4) Seasonal variations.

(c) Control measures :—

(1) Natural means : Cleanliness of premises, etc.
(2) Insecticides and Larvacides.
(3) Elimination of breeding places.
(4) Effective attack on breeding places at proper period.
(5) Education of the public on fly control—Demonstrations, visual aids, etc.

Other insects—lice, fleas, tick, etc.
Relation to disease.
Control measures.

Rodent Control :—
Rats—types and behaviour.
Relation to disease.
Elimination of breeding places.

Some practical problems in environmental sanitation

1. Sanitary survey of village.
2. Well digging and construction.
3. Well drilling.
4. Concrete making and pouring.
5. Construction of latrine plates.
6. Digging of pits and bore holes.
7. Building of latrine superstructure.
8. Use of engineering instruments.
9. Construction of bathing facilities, cattle drinking troughs and Laundering platforms.
10. Construction of simple sceptic tank.
11. Construction of soakage pits and urinals.
12. Taking levels and constructing street drainage.
13. Disinfection of wells and water sampling.
14. Installation and maintenance of pumps.
15. Construction of compost pit.
16. Construction of smokeless chulas.
17. Making mud brick.
18. Field visits.
19. Residual spraying of village houses.
20. Mixing of spraying solution.
21. Larvaciding of ditches, tanks and pools.

Supplementary Sheet

MATERNAL AND CHILD HEALTH

1. Problems concerned with mothers and babies :—
(a) Maternal mortality rates for past 5, 10 years.
(b) Infant mortality rates for past 5, 10 years.
(c) Infant birth rates for past 5, 10 years.
(d) Why mothers die ?
(e) Why babies die ?

2. Organisation and administration of M. C. H. Programme—
   (a) Historical background—Red cross, National Government, State, Local Boards.
   (b) Present organisation on national, state and local level.
   (c) Development under the Five Year Plan.
   (d) Personnel—their education and function—
   Medical, nursing, midwifery, dais, public health nurses, health visitors.
   (e) Family planning.

3. Scientific care of the *ante-natal* patient—
   (a) Need for professional *ante-natal* care.
   (b) The three trimestes of pregnancy.
   (c) How the baby grows and developes.
   (d) Physical, nutritional, emotional needs of the mother.
   (e) Family adjustments during pregnancy.
   (f) Customs, habits and beliefs related to pregnancy, delivery, and infant care.
   (g) Superstitions deterrent to effective service.

4. Human reproduction (film, posters and illustrations)—
   (a) The film illustrates anatomy, fertilization and stages of labour delivery.

5. The absolute and minimum needs during delivery—
   (a) Cleanliness.
   (b) Non-interference.

6. Signs and symptoms of abnormal pregnancy—
   (a) Taxemias.
   (b) Infections.
   (c) Others.
   (d) Tuberculosis and pregnancy.
   (e) Syphillis and pregnancy.

7. Nutritional needs of mother following delivery.

8. Care of the new born.
   (a) Immediate care (demonstration by public health nurse-midwife)

9. Needs and rights of the infant and toddler—
   (a) Physical.
   (b) Emotional.
   (c) Protection against infections.

10. Nutritional needs of the child—
   (a) Breast feedings.
   (b) Protein, vitamin, minerals—when to start.

11. Problems related to child growth and development :—
   (a) Physical.
   (b) Mental.
   (c) Social.

12. Programmes designed to provide protection and care of the child—
   (a) Infant and toddler.
   (b) School health programme.
   (c) Functions of child clinics.
   (d) Personnel needed and functions : Medical and nursing and public health.
   (e) Development under the Five Year Plan.

APPENDIX 'K'

COMMUNITY PROJECTS ADMINISTRATION

Syllabus for Training Course for Block Development Officers

Note : The duration of the Training Course being very short, *i.e.*, six weeks, the following principles have been followed in framing the syllabus:—

(1) That the training programme be "*Job oriented*"

(2) That the approach to training be a "*Problem approach*".

SYLLABUS

Jobs relating to understanding and development of objectives.

Job No. 1.—To arrange programmes for disseminating information about the Five Year Plan and the Community Development Programme with a view to make people understand the need, aims and objects of community work—

(a) To organise conferences of village leaders.

(b) To organise group discussions among the villagers.

(c) To organise recreational programmes.

(d) To organise village fairs and me'as.

(e) To organise utilization of village marketing centres for disseminating information.

(f) To organise exhibitions of simple materials like posters, pictures, etc.

(g) To organise such other means for carrying out Job No. 1 specially suited to his block.

Problems :

1. To create in the Block Development Officers understanding of the philosophy, *i.e.*, need, general aims and objectives.
2. To equip Block Development Officers with the techniques of making the village leaders or the headmen of the village institutions and Sarpanchs of the gram panchayats understand the need, aims and objectives of Community Development Programme.
3. To evolve a plan whereby Job No. 1 can be achieved within the limitations of time. personnel and agencies.
4. To equip the Block Development Officers with the techniques of publicity.
5. To equip the Block Development Officers with the know-how of jobs (a) to (g).

Syllabus :

1. Need, aims, meaning and objectives of Community Development Programme.
2. Methods of approach to rural society, individual, group, community and mass.
3. Techniques of conducting a conference.
4. Techniques of organising group discussions and making them fruitful.
5. Rural recreational and cultural activities like dramas, kathas, kirtans, bhajans, folk songs and folk dances. How to make them entertaining, instructive and purposeful?
6. How to utilize existing fairs and melas and religious festivals ?
7. How to utilize village marketing centres for disseminating information?
8. How to organise educative exhibitions for rural people? Requirements of a rural exhibition ?
9. What makes a good poster ?
10. Discussion and investigation of any other means for carrying out Job No. 1.

Job No. 2. To initiate a process of formulating specific objectives for the block with the help of the staff and the people.

Problems :

To create understanding of the job and to equip with techniques of performing it.

Syllabus : with case illustrations :

1. What are the general objectives ?
2. What is meant by specific objectives, long range objectives and short term objectives?
3. How a process of formulating specific objectives should be initiated ?
4. How can the staff be made helpful and contributive ?
5. How can people be brought in the process ?
6. Techniques of working with experts, colleagues, staff below and the people.

II

Jobs relating to building up of programmes

Job No. 1. To assess the needs and resources of the block, tract by tract, if necessary and desirable—

(a) To get a detailed survey made of the block.

(b) To create understanding of the purpose of the survey in the personnel entrusted in making it.

(c) To associate people with the survey and to make it a purposeful and an educative process.

(d) To check up the correctness of the survey and to make it reliable.

Problems :

1. To create appreciation of the need of reliable survey.
2. To equip trainees of the techniques of making the survey.
3. To meet difficulties regarding personnel and agencies.
4. To ensure that the material is utilized in building up programmes.

Syllabus :

1. What is a survey—The field of survey ?
2. How to plan and conduct village surveys ?
3. Utilization of existing material like National register, revenue records, settlement reports, gazetteers and other materials. Where and how to get it ?
4. Personnel and agencies which can be utilized for making the survey.
5. Techniques of making surveys in short periods.
6. How to associate the people with the survey and to make the process educative and interesting ?
7. Study of forms of survey prescribed for each block and solving difficulties about particular items.
8. Methods of cheking the correctness of the survey.

Job No. 2. To get a village programme formulated by the village poeple themselves or in active consultation with the people.

Problems :

1. To create an understanding of the need of village people formulating their own programmes and to solve difficulties about the process, the personnel and the agency.
2. To fix responsibility in the matter of preparation of village programmes in proper manner and within the time fixed.

Syllabus :

1. How to make village people plan-minded ?
2. How to convince village people of the need to make a programme ?

3. How to set up organisations in the village for preparation of programmes ?
4. How to ensure that every person or section of persons connected with a particular aspect of the programme has been consulted or had his say in the matter ?
5. How to give idea to the people of the resources that they can build up and to what extent they can be supplemented by the State, as a perquisite of making the programmes.
6. Techniques of getting village programmes made by the people in terms of resources and in terms of priorities.
7. Study of the questionnaires, if any, prescribed for any block for eliciting a village programme or plan.

Job No. 3. To build up a block programme on the basis of village programmes and to link it to the State Development Programme, Community Development Programme and the Five-Year Plan in terms of development of—

(a) Agricultural programmes and production.
(b) Animal Husbandry.
(c) Cooperation.
(d) Irrigation.
(e) Reclamation.
(f) Cottage and small-scale industries.
(g) Communications.
(h) Education—Primary, Basic and Higher.
(i) Social Education and Social Welfare.
(j) Rural housing, Health and Sanitation.
(k) Other programmes to meet local felt needs.

Problems :

1. To create understanding of what a block programme should be and how it can be built up from village programmes.
2. Understanding of the general programme under the different subjects and their correlation to each other.
3. Local difficulties arising out of lack of response, want of personnel and equipment, and limitations of time targets.

Syllabus :

1. Important aspects of the Five Year Plan—Why the State makes such plans—Conception of a Welfare State.
2. What is aimed at under plans for development of—

(a) Agricultural programmes and production.
(b) Animal Husbandry.
(c) Cooperation.
(d) Irrigation.
(e) Reclamation.
(f) Cottage and small scale industries.
(g) Communications.
(h) Education—Primary Basic and Higher..
(i) Social Education and Social Welfare
(j) Rural housing, Health and Sanitation.
(k) Other programmes to meet local felt needs.

Why and how ?

3. Knowledge of important technical aspects of the above development programmes, with a view to develop understanding between the Block Development Officers and the experts.

4. How to build up a block programme on the basis of village programmes ? Exercise based on actual village programmes.

5. How to adjust the programme in terms of budget provisions and resources available ? How to augment resources ?

6. How to adjust priorities indicated in the village programmes with priorities indicated in the State Plan.

Job No. 4. To put across the block programme to people conerned in terms of priorities and periodic targets.

Problems :

1. To create an understanding of the process of determining priorities acceptable to the people, and of fixing periodic targets which can be adhered to.

2. To equip the Block Development Officers of the techniques of making people concerned accept the priorities and periodic targets.

Syllabus :

1. How to fix priorities ? In what manner are priorities determined—national needs, state needs and local felt needs? How they can be adjusted—consultation wiith the staff and the people to the maximum extent possible at every stage.

2. Dangers of over emphasis on a particular aspect.

3. Techniques of putting across the block programmes—
   (i) Through village organisations like Gram Panchayats, or Vikas Mandals
   (ii) Developing organisation through whom programmes can be put across
   (iii) Utilizing available local agencies and voluntary organisations
   (iv) Organising discussions at different levels on the block programmes.

III

Jobs relating to programme Execution

Job No. 1. To formulate working plans for each item of the block programme under—
   (a) Agricultural programmes and production.
   (b) Animal Husbandry.
   (c) Cooperation.
   (d) Irrigation.
   (e) Reclamation.
   (f) Cottage and small scale industries.
   (g) Communications.
   (h) Education—Primary, Basic and Higher.
   (i) Social Education and Social Welfare.
   (j) Rural housing, Health and Sanitation.
   (k) Other programmes to meet local felt needs :
   (*i*) For the block as a whole.
   (*ii*) For each village.

Problems :

To create understanding of how a working plan is to be made and of the need of taking practical aspects and details into consideration.

Syllabus :

1. What is a "Working plan".

2. Essentials of a Working Plan—Flexibility.

3. Facts to be taken into consideration while making a working plan—Adjustment to occupational leisures of the community.

4. Nature of working plans under—
   (a) Agricultural programmes and production.
   (b) Animal Husbandry.
   (c) Cooperation.
   (d) Irrigation.
   (e) Reclamation.
   (f) Cottage and small scale industries.
   (g) Communications.
   (h) Education—Primary, Basic and Higher.
   (i) Social Education and Social Welfare.
   (j) Rural housing, Health and Sanitation.
   (k) Other programmes to meet local felt needs.
5. How to make the working plan under (a) to (k) in consultation with experts ?
6. Working plan for the block as a whole and for each village. How to integrate them ?
7. How to associate expert staff and village agencies and people in making the working plan ?

Job No. 2. To make advice, guidance and help available to the people concerned in deciding the ways and means for executing the working plans.

Problems :

1. To create understanding of the help needed by the people and to establish active co-operation of the staff of various departments with the people and between the people.
2. To ensure that expert staff is used to the fullest and create understanding of the complementary role of each in development as a whole.
3. The ensure conformity to standards.
4. To cut down departmental delays.

Syllabus :

1. Village extension services—
   (a) Meaning and scope of extension services.
   (b) Principles and philosophy of extension work.
   (c) Acquaintance with broad phases of extension work attempted in India by :
      (*i*) Sarvodaya.
      (*ii*) Sriniketan.
      (*iii*) Firka Development.
      (*iv*) Martandom.
      (*v*) Other official and non-official agencies.
   (d) Brief outline of extension work being done in other countries.
2. People's participation—
   (a) What is people's participation ?
   (b) Why is people's participation necessary ?
   (c) How to secure people's participation ?
   A factual study of difficulties in securing people's participation and how to meet them.

Job No. 3. To tap resources of existing normal agencies in the area with a view to augment allotments and to integrate them for execution of working plans for the block as a whole and for each village.

Problem :

To acquaint the Block Development Officers of the official, semi-official and local non-official agencies and institutions existing and likely to exist in the area and of the manners in which their resources can be made available.

Syllabus :

1. Agencies in the block, their role and resources—
   - (a) Local Self-Government institutions like :
     - (*i*) Gram Panchayats.
     - (*ii*) Sanitation committees.
     - (*iii*) Municipalities.
     - (*iv*) Local Boards and District Councils.
     - (*v*) Others.
   - (b) Official and Semi-official agencies like—
     - (*i*) Cooperative Banks, Credit Societies and multi-purpose Cooperative Societies.
     - (*ii*) Land Mortgage Banks and Grain Banks.
     - (*iii*) Hospitals, Dispensaries and maternity centres.
     - (*iv*) Recognised education institutes
     - (*v*) Others.
   - (c) Voluntary organisations like—
     - (*i*) Bharat Sewak Samaj.
     - (*ii*) Vikas Mandals or Gram Mandal Societies.
     - (*iii*) Education Societies
     - (*iv*) Kasturba Trust Workers.
     - (*v*) Religious and charitable associations.
     - (*vi*) Others.
2. How to tap the resources of the above institutions and integrate them in the execution of working plans.

Job No. 4. To share and allot administrative and supervisor work at every stage in execution of the working plans, between himself and his colleagues and assistants, in terms of their special fields and to fix responsibilities on the basis of mutual understanding, agreement and acceptance.

Problems :

1. To avoid the tendency to arrogate too much to oneself in every sphere and to expect other staff to carry out his own wishes rather than accepting the ideas of specialists in respective fields.
2. Using specialists for the purpose for which they are provided.

Syllabus :

1. Authoritarian administration and joint cooperative endeavour type of administration Distinction and differentiation in terms of fulfilment of objectives—

   Why joint cooperative endeavour type of administration is to be preferred ?
2. Staff conferences to work out sharing of administrative and supervisory duties—Techniques of conducting staff conferences.
3. Making the staff give their own plans of sharing administrative and supervisory work and adjusting them into the plan as a whole.
4. Administration as a service organisation for the sovereign people.

IV

Jobs relating to Administration and Staff

Job No. 1. To organise administrative set-up in a manner which will assure office help and equipment facilities to all the staff working in specialised fields and at different level.

Problems :

1. To overcome tendency on the part of the Block Development Officer to monopolise the office facilities, services and equipment and to treat the other staff as personnel to carry out his wishes and orders.
2. To overcome tendency on the part of the staff to give all attention to Block Development Officers' work at the cost of other work.

Syllabus :

1. Principles of office management.
2. How to set up an office and to allot duties to Stenos, Typists, Accounts Clerks, Orderly peons and such other staff to meet the needs of all.
3. Preparation of work distribution memos in consultation with officers who have to depend upon the same office establishment.
4. Study of organisational patterns of development Administration at :—
   (*i*) State Headquarters.
   (*ii*) District Level.
   (*iii*) Sub-Divisional Level.
   (*iv*) Block Headquarters.
   (*v*) Village group and village level.

Job No. 2. To secure collaboration among the staff and to develop interdepartmental understanding, cooperation and coordination.

Problem :

To overcome departmental rivalries and the tendency of having narrow compartmental outlook.

Syllabus :

1. Principles of administrative coordination—Relationships with officers of other departments and their officers in the block—How their work can be coordinated with the development activities.
2. Humanization of administrative machinery—Personal factors – Development of wholesome interpersonal and human relationship among the staff.
3. Structure of C. P. A. and N. E. S. organisation—Staff provision and role of each.

Job No. 3.

(a) To prepare the budget with detailed estimates for the various development activities, on the basis of the block programme.

(b) To work out break-up of the sanctioned budget provision in terms of the working plans for each development activity and to indicate the incidence village-wise.

Problems :

1. To equip the Block Development Officers with the knowledge and techniques of formulating budget proposals and the know-how of obtaining detailed estimates from departments concerned.
2. To impress on the Block Development Officers the need to associate members of the Advisory Committee with the formulation of budget proposals and break-up of expenditure.
3. To equip the Block Development Officers with practical knowledge of how to work out break-up of sanctioned budget according to each development activity and its incidence village-wise.

Syllabus :

1. Study of actual budget proposals of blocks in the States where the Block Development Officers under training are posted.
2. Study of prescribed forms for preparing budget proposals.
3. Basic financial estimates for a village unit and for N. E. S. Block and for a Project.
4. How to formulate budget proposals with detailed estimates. How to obtain detailed estimates on the basis of the block programme.
5. Procedures relating to formulation of budget proposals.
6. Extent and scope of delegation of powers to incur expenditure.
7. How to work out break-up of sanctioned budget provision in terms of the working plans for each development activity and how to indicate the incidence village-wise Study of some budgets having bearing on the above points.

. How to associate members of the Advisory Committees in the formulation of budget proposals and in break up of expenditure.

Job No. 4. To build up stocks of equipment necessary for the various development activities, to arrange for its proper storage, and to establish and maintain supply lines with a view to achieve timely and efficient execution of working plans.

Problems :

1. To create full understanding of the job, *i.e.*, the need of correct anticipation of requirements of equipment and its proper storage and of the importance of establishing and maintaining supply lines.
2. To solve difficulties of the trainees relating to the performance of the job.

Syllabus :

1. The various development activities and the material and equipment necessary for carrying them out. Material and equipment needed by each subject-matter specialist at block level and by the V. L. W. at village level.
2. How to anticipate requirements correctly-working out requirements from village programmes, block programmes and working plans.
3. Storage—Problems of storage arising out of the nature of the equipment or the articles —Storage of articles like cement, fertilisers, improved seeds, etc.—Supervision of stores, procedures of issue—Apportioning duties regarding different stores to staff—
4. What is a supply line—Need of establishing and maintaining supply lines.
5. Difficulties arising in the performance of the job and their solutions.

Job No. 5. To hold periodic meetings of the staff for straightening out difficulties arising out of execution of working plans, for creating mutual understanding and an atmosphere of reciprocity, and for smooth working of administrative machinery.

Job No. 6. To hold and conduct meeting of advisory committee and other bodies helping in development work with a view to create receiprocity between the staff and the people.

Problem :

To create an understanding of the need for holding meetings and to equip the Block Development Officer with the technique of conducting meetings—Preparation of agenda, recording of minutes, etc.

Syllabus :

1. Technique of conducting staff meetings, meetings of advisory committees and other bodies—How to secure participation by all in a meeting—How to secure fruitful discussions.
2. The need of preparing an agenda and of recording minutes—How the procedure can be simplified.

Job No. 7. To help the subject matter specialists and technical experts to carry out their working plans, to arrange and plan for their effective touring and to secure the co-operation of the V. L. W. in execution and follow up of their work.

Job No. 8.

(a) To prepare a comprehensive job chart for the V.L.W. keeping in view his role as a multipurpose worker, and to make suitable adjustments as required from time to time.

(b) To supervise, inspect and guide the work of the V. L. W. in relation to all aspects of the development programme and to secure his effective touring with night halts.

(c) To build up the position of the V. L. W. and confidence in him by—

(*i*) emphasising his pivotal role.

(*ii*) Securing his acceptance by other departments as their representative at the village level.

(*iii*) ensuring timely technical help and supplies to enable him to keep his work to the villagers.

(*iv*) treating him as a colleague and taking interest in his welfare.

Job No. 9. To tour in the block area and to make night halts with a view to—

(*i*) gain first-hand knowledge.

(*ii*) develop contacts with village people.

(*iii*) help subject matter specialists and technical experts.

(*iv*) supervise, guide and inspect the work of the V. L. Ws.

Problems :

1. To create understanding of the above jobs.
2. To overcome the tendency of not taking helpful interest in the work of subject matter specialists and technical experts.
3. To overcome the tendency of subordinating the pivotal and multi-purpose role of the V. L. W.
4. To impress the need of effective touring.

Syllabus :

1. Roles of subject matter specialists such as—

   (*i*) Social Education Organisers.

   (*ii*) Medical and Health personnel.

   (*iii*) Agricultural, Animal Husbandry, Cooperative and Sanitary Inspectors.

   (*iv*) Other personnel and acquaintance with their training programmes.

2. Role of V. L. W. and acquaintance with his training programme.
3. How to prepare a comprehensive job chart for the V. L. W.—Exercise in making one.
4. Techniques of working with colleagues and of guidance of staff working at village level.
5. Various ways in which the position of the V. L. W. can be built up—Difficulties and their solutions.
6. How to make tours effective ?
7. Gaining first-hand knowledge of conditions in tours—Preparation necessary—Factual acquaintance with the area in all aspects, such as—

   (*i*) Rural Economics.

   (*ii*) Land tenures and legislation.

   (*iii*) Rural indebtedness.

   (*iv*) Agricultural unemployment and under-employment.

   (*v*) Village crafts and cottage industries.

8. How to develop understanding with village people in tours—Preparation necessary—Understanding of important aspects and elements of Rural Sociology and Rural Psychology—Caste structure—Family pattern—Community life—Role of religion etc.

Job No. 10.

(a) To draw and disburse money and to be responsible for cash balances.

(b) To be responsible for maintenance of accounts in the prescribed manner.

(c) To get account of money entrusted to other officers and the V. L. W.

(d) To prescribe procedures for issue of articles and equipment from stores where procedure has not been prescribed and to be responsible for maintenance of account in respect of them.

(e) To ensure that proper accounts are maintained with respect to any funds collected by the village people under people's participation programmes.

(f) To check all accounts in the manner prescribed.

Problems :

1. To acquaint the Block Development Officers with procedures of drawal and disbursement of money and of prescribed rules and forms of maintaining accounts.
2. To impress the need of maintaining proper accounts of public funds and contributions locally raised.

Syllabus :

1. Procedures of drawal and disbursement of money in the areas from which the trainees have come.
2. Forms and registers of maintaining accounts—Study of prescribed forms in respective States.
3. Need of maintaining systematic accounts of all public funds and contributions locally raised.
4. How to prescribe forms for maintaining accounts where they have not been prescribed ?

Job No. 11.

(a) To be responsible for maintenance of office registers, records, files and information in proper manner.

(b) To get correct information for preparation of periodical reports and returns collected in proper time and to submit periodical reports and return on due date.

(c) To be responsible for getting all correspondence acknowledged, dealt with and replied without delay.

Problems :

To impress upon the Block Development Officers the need to maintenance of proper and efficient office establishment and of timely submission of reports and returns and of prompt dealing of all correspondence.

Syllabus :

1. Registers and records which have to be maintained in Block Development Officers' office—Study of registers and records in the respective States.
2. Periodical reports and returns prescribed by Community Projects Administration—How to get correct information collected in proper time—Maintenance of basic information by the staff concerned and the V. L. W. from day to day—Procedures necessary.
3. Dealing with correspondence—Necessity of acknowledging and replying to correspondence emanating from public in a democratic set-up.
4. Establishing of efficient services for prompt contact with officers on tour and with V. L. Ws.
5. Essentials of a good and efficient office organisation.
6. How to maintain and exhibit information on charts, graphs and maps ?

Job No. 12.

(a) To develop a programme of in-service training for all members of the project staff for increasing their efficiency.

(b) To develop a programme of training for voluntary village leaders in order to strengthen the personnel resources.

Problems :

To get the Block Development Officer to see that in-service training and training of voluntary leaders is one of his most important responsibilities.

Syllabus :

1. What is in-service training ?
2. Role of staff meetings in in-service training.
3. The routing of good reading material to staff members.
4. How to organise in-service training of short duration through half or full-day workshops, week-end seminars, etc.
5. Use of visiting advisers and experts for in-service training.
6. Arranging of field trips or tours in the interest of the in-service training.

V

Jobs relating to Evaluation

Job No. 1. To evaluate from time to time—

(a) his own work,

(b) the work of his colleagues and of the subject matter specialists and technical experts and other staff,

(c) work of V. L. Ws.,

(d) voluntary work by local agencies, students, villagers and others in terms of periodic targets and with relation to accomplishment of objectives of the Community Development Programme,

(e) to stimulate self-evaluation in all personnel working in the block.

Problems :

1. To impress the need of self-evaluation and evaluation of work of others in terms of periodic targets and accomplishment of objectives.
2. To equip the Block Development Officer with knowledge of the techniques of evaluation.

Syllabus :

1. What is evaluation—Principles of evaluation—Different types of evaluation—Quantitative and qualitative evaluation—Subjective factors in evaluation—Need of having objective attitude in evaluation.
2. Techniques of evaluation—Maintenance of basic information for evaluation.
3. Self-evaluation—Its use as a corrective force—How it can be made—Case illustrations—Importance of self-evaluation in improving personal efficiency.
4. Evaluation of the training which each trainee is undergoing as an exercise in self-evaluation.
5. Evaluation of training programme by the training staff with a view to make it more effective.

Job No. 2. To maintain up to date and correct information required by the Programme Evaluation Organisation of the Planning Commission and to supply it as and when required.

Problem :

To create understanding of the role and objectives of Programme Evaluation Organisation and to give information about its projects of investigation and survey.

Syllabus :

1. What is Programme Evaluation Organisation, and what is its organisational set-up ?
2. What are the major objectives of the Programme Evaluation Organisation in terms of the objectives of Community Development Programme.
3. Surveys and investigations being conducted by the Programme Evaluation Organisation :—

   (a) Overall programme survey

   (b) Bench Mark survey

   (c) Special survey—like PEPSU Cotton Survey

   Their objectives.
4. Information and reports required by the Programme Evaluation Organisation and by its officers.

Job No. 3. To arrange programmes for advisers, experts and distinguished visitors, according to their interest in a special field of development work in the block.

Problem :

To overcome tendency to arrange and all round crowded programme and functions not heeding the special interest and purpose of the visitor.

Syllabus :

How to arrange a programme for a visitor—Finding out his purpose and special field of interest—Preparation of factual information about his special field of interest—Allowing the visitor to see for himself rather than guiding him—Need to do away with ceremonies and window dressings—Arranging discussions of interested personnel with the visitor—Deriving maximum advantage from the expert knowledge and experience of the visitor.

APPENDIX L

List of Extension Training Centres

Andhra Pradesh

The Principal, E.T. C. (1) Gopannapalam (2) Kalahasti (3) Rajandranagar (4) Samalkot

Assam

The Principal, E. T. C. (5) Jorhat (6) Upper Shillong.

Bihar

The Principal, E. T. C. (7) Muzaffarpur (8) Monghyr (9) Patna (10) Ranchi.

Bombay

The Principal, E. T. C. (11) Anand (12) Baroda (13) Junagadh (14) Kolhapur (15) Manjri (16) Parbhani (17) Sindewahi (18) Tharsa.

Himachal Pradesh

The Principal, E. T. C. (19) Mashobra.

Jammu and Kashmir

The Principal, E. T. C. (20) Nasimbagh.

Kerala

The Principal, E. T. C. (21) Kottarakara (22) Pattabi.

Madhya Pradesh

The Principal, E. T. C. (23) Betul (24) Antri (25) Obedullaganj (26) Nowgong (27) Powerkheda.

Madras

The Principal, E. T. C. (28) Gandhigram (29) T. Kallupatti (30) Bhavanisagar.

Mysore

The Principal, E. T. C. (31) Dharwar (32) Mandya (33) Munirabad.

Orissa

The Principal, E. T. C. (34) Belangir (35) Bhubaneswar.

Punjab

The Principal, E. T. C. (36) Batala (37) Nabha (38) Nilokheri.

Rajasthan

The Principal, E. T. C. (39) Erinpura Road (40) Kotah.

Uttar Pradesh

The Principal, E. T. C. (41) Bakshi-Ka-Talab, Lucknow (42) Bulandshahr (43) Chirgaon (44) Ghazipur (45) Gorakhpur (46) Howalbagh (47) Rudrapur (48) Pratapgarh (49) Kalakanker (50) Faizabad (51) Lakhna (52) Bichpur (53) Tamkohi (54) Furrukhabad (55) Allahabad (Jhusi) (56) Lakhaoti (Bulandshahr) (57) Mainpuri (58) Gurkulkangri-Hardwar (59) Baraut (Meerut) (60) Pauri (Garawal) (61) Rampur (Maniharan) (62) Dohrighat (Azamgarh) (63) Asafpur (Badaun).

West Bengal

The Principal, E. T. C. (64) Burdwan (65) Chinsurah (66) Fulia-I (67) Fulia-II.

List of Development Officers' Training Centres and Social Education Organisers Training Centres

Development Officers' Training Centres

1. The Principal, Development Officers' Training Centre, *Nilokheri*, Distt. Karnal (Punjab).

APPENDIX—'M'

Summary of main observations and recommendations of the Expert Committee on Training

CHAPTER II

The Gram Sevak

1. The Gram Sevak who occupies a pivotal role in the work of rural development is conceived of as multi-purpose worker acting as an agent at the village level of the various Development Departments of the State. (Para 11)

2. In very broad terms the functions of Gram Sevak may be defined as that of helping the village people in their self-help programme in improving their conditions. (Para 12)

3. Attempts had been made in the past towards rural development but they all lacked the educative aspect of the Community Development Programme, namely, to make the people desire improvement in their condition and to work towards the same. (Para 13)

4. There has not always been on the part of instructional staff a clear realisation of either the full scope of the work cf the Gram Sevak or the impact of it on his training programme. (Para 14)

5. The type of person expect to be turned out of the Extension Training Centres may be equated to a model farmer with a medium sized holding who is not merely a person who manages his farm efficiently but also one who takes an intelligent and active interest in the welfare of his village community and his duties and responsibilities as a citizen in a democracy. (Para 15)

6. The States having a large population of the scheduled tribes have been compelled to reduce the educational qualifications so as to get persons to be trained as Gram Sevaks from scheduled tribes in adequate numbers. (Para 17)

7. The Matriculation is a suitable minimum educational qualificasion for Gram Sevaks. The recruitments of persons with even a slightly higher qualifications are not deprecated. It has, however, been gathered that while Graduates find it difficult to settle down to the normal life of the Gram Sevaks, persons who have studied upto the Intermediate were on the whole more suitable than the Matriculates. (Para 17)

8. The minimum age for recruitment should be related to the school leaving age and the maximum age should not be higher than the minimum age by more than three years except in the case of ex-service-men. (Para 18)

9. While it would be an advantage to secure candidates from rural areas with a rural background it is not possible to do so if matriculation is insisted upon as the minimum standard. Recruitment procedure will have to content itself by and large with ascertaining whether the candidates have reasonable acquaintance with rural conditions and rural ways of life and are willing to work in the villages. (Para 19)

10. Although the methods followed for ensuring that the selected candidates are physically fit for the work they are expected to undertake vary the general standard of health of the trainees is found to be of a higher order. (Para 20)

11. The tests prescribed by the Ministry of Food & Agriculture for selection are over elaborate and have not been followed strictly. State Governments, however, have laid down definite procedures for the selection of Gram Sevaks which include interviews and/or written tests and sometimes physical and endurance tests as well. (Para 22)

12. There is a scope for systematisation of the procedure for selection more or less on the lines of the system proposed by Government of Madras. (Para 23)

13. In States where there is a shortage of suitable candidates voluntarily applying in response to advertisements some method should be devised for contacting the candidates in the schools and encouraging them to apply for appointment as Gram Sevaks. This applies particularly to States with large scheduled areas. There should be no objection to lower the educational qualifications in their case. (Para 23)

14. The procedure for weeding out of Gram Sevaks during the first two months of the training course is neither uniform nor well systematised. (Para 25)

15. There have been no instances of weeding out of unsuitable trainees taking place after the first two months of the training course. (Para 26)

16. For the initial weeding out a more systematised procedure should be devised in which the programme of training in the first two months should be so arranged as to effectively test the intelligence and the aptitude of the candidates for work in the rural areas. (Para 27)

17. Trainees should be kept under close observation during their entire period of 18 months' training and systematic records of the performance of individual trainees maintained. These records should be taken into account in the assessment along with the final examination and only those found suitable appointed as Gram Sevaks. (Para 27)

18. Attractiveness of the post of Gram Sevak would be enhanced if suitable residential accommodation is provided for them in the villages and by

(a) making the post of Gram Sevaks permanent;

(b) assuring the Gram Sevak prospects of promotion to higher posts; and

(c) a provision of a selection grade for a definite percentage of Gram Sevaks. (Para 28)

19. The diversity in the pay scales of persons with different academic qualifications doing the same kind of work goes against one of the basic principles of pay fixation, namely, equal pay for equal work. This should be avoided. (Para 28)

20. A fixed percentage of recruits to the posts of Social Education Organisers may be obtained from among the Gram Sevaks with not less than 5 or 7 years of service. A special training course may be organised to make up the deficiency in their initial academic qualifications. (Para 29)

21. Special courses to enable Gram Sevaks to get promotion to posts of Block Level Extension Officers may be organised. These courses should be directly related to the work which the Block Level Officer would have to perform in any particular speciality rather than be a purely theoratical academic course. A small Committee of specialist officers should be appointed to work out a scheme for such training. (Para 30)

22. The stipends paid to the trainees should be uniformly fixed at Rs. 50/- per month throughout the training period instead of the present practice of Rs. 30/- during the basic training and Rs. 50/- during the extension training. (Para 31)

23. Arrangements should be made with local cycle dealers for purchase of cycles by the trainees on the easy instalments system, the trainees paying the instalment from their cycle allowance to be paid to them even while under training. (Para 32)

24. The present practice of bifurcating the training into two parts one consisting of the basic agriculture course lasting 12 months and the other of extension training course lasting six months should be stopped and an integrated course is being introduced. The syllabus for such an integrated course being drawn up by the Committee appointed on the recommendation of the Conference of the Principals of Training Centres held in Simla in 1956. (Para 34)

25. Whereas the general outline of the syllabus at present followed seem to be suitable for producing the Gram Sevaks of the type visualised there is a considerable divergence in the interpretation of the content of each of the items included in the syllabus. The result of the varied emphasis on different aspects depending upon individual views of either Instructor or the authorities responsible for the running of these institutions has been that the average trainee leaves the institution with largely theoretical and even ill-digested information on various subjects included in the syllabus and consequently is not as effective in the field as he should be. It is necessary, therefore, to lay emphasis in the drawing up of the syllabus, on the specific responsibility which the Gram Sevek would have to undertake in respect of each aspect of his work and so direct the instruction that in respect of subjects in which he is expected to exhibit not merely theoretical knowledge but is also expected to impart his knowledge to the villagers and demonstrate the techniques, he acquires adequate skills backed by the necessary theory. Where, however, he is to be primarily a liaison agent between the villagers and other Technical Departments what he is to know is the organisation and the source from where assistance could be secured. (Para 35)

26. In order to equip the Gram Sevak with the necessary skills and knowledge needed by a good medium sized farmer the primary instruction in Agriculture and Animal Husbandry will have to be given through the actual running of a farm, dairy and a poultry farm at the training centre and the classroom instructions drastically modified to supply the necessary theoretical backgrond to the practical field of work. For this purpose, the institution should have a farm of not less than 50 acres in area. Trainees should work in these farms and learn not merely the various agricultural operations but what is more important should learn how to manage a farm keeping constantly in view the cost factor. In order to relate practical working in the farm to the theoretical instruction it would be necessary to recast the methods of theoretical instruction and also undertake preparation of test books or lecture notes deliberately designed for this method of instruction. Only such Instructors who have a fairly long period of practical experience in farming would be capable of tackling the subject in this manner. Slight differences in the educational backgrounds of the trainees would not present as much difficulty as in the case of classroom instructions on set lessons. (Para 35)

27. Special attention should be given to crops of special importance in particular areas (Para 36).

28. In order to make the instructions in Animal Husbandry practical every training centre should have adequate number of cattle and adequate number of poultry to be looked after by the trainees. (Para 37)

29. The Gram Sevak with his training as at present is not a suitable agency for doing castration and inoculation work but there should be no serious objection to allowing him to give first aid treatment to injured cattle and also administer well tested medicines for ordinary ailments. He should also be able to recognise infections diseases and to know when the attention of a qualified veterinarian is necessary. (Para 37)

30. In regard to rural engineering the Gram Sevak need have only some idea of the allignment of village roads, provision of drainage, principles to be followed in construction of irrigation channels, ventilation in houses, etc. It would be too much to expect him to acquire adequate knowledge in these matters let alone the skills to function as a technician. (Para 38)

31. In regard to public health, the Gram Sevak should have adequate knowledge of hygiene and sanitation and in addition must be able to recognise at the earliest possible stage when the assistance of more qualified medical man is needed. Entrusting of vaccination and inoculation work to him should be deprecated. (Para 39)

32. While there is no objection to introducing daily spinning by the Gram Sevaks as a part of discipline of training it is rather doubtful whether the somewhat more ambitious attempts made to train him as an Instructor in various crafts and skills will be of great value. The contribution of the Gram Sevak should be in the form of education and guidance to the people as to the assistance they can have from different agencies working in the field of village and small scale industries. The instructions would be largely theoretical supplemented by observations of the working of various kinds of Village Industries. There should be fairly well organised and competently run village and cottage industries centre near the training centre. (Para 40)

33. Gram Sevak should be given some training in carpentry and smithy to be able to help the cultivators in repairing their implements. (Para 40)

34. The Gram Sevak should have a sound knowledge of citizenship and the philosophy underlying the Community Development Programme and the role of Gram Panchayats for ensuring sustained development effort. He should also have a clear idea of the co-operative organisation to be able to act as an educator propagating the values of co-operation and helping the people in establishing co-operative societies. (Para 41)

35. It is too much to expect of a Gram Sevak to directly undertake adult education work although like a well informed villager he should assist in the advancement of these community institutions. (Para 42)

36. Even after defining within somewhat narrow limits the role of the Gram Sevak in the previous paragraphs a considerable reorientation of the methods of training would be necessary if the Gram Sevak is to be adequately equipped. This would necessitate the preparation of suitable books and teaching materials and also selection of very competent instructors with adequate practical experience. (Para 43)

37. Although there would be a denite advantage in extending the period of training to two years it would not be practicable at this stage to extend the period and still adhere to the programme of covering the whole country by the Second Plan period. It is, therefore, suggested that while the initial period might be retained at 18 months it would be of advantage if the trainees of one batch could be recalled to the training centre for a period of one month or six weeks after they have been in the field for a year or 18 months. (Para 45)

38. There should be separate training institutions or a separate wing in the existing Institutions for candidates from scheduled tribes whose qualifications have to be lowered to secure adequate number of candidates from the scheduled tribes. (Para 45)

39. After introducing the general refresher course after a period of one year or 18 months as recommended in para 44, it would hardly be necessary to have regular courses of a general nature at definite periodical intervals for refresher training. Short refresher courses of about a week's duration to give additional knowledge of particular aspects of work which may have assumed importance would, however, be useful. It is essential that literature specially designed for Gram Sevaks on the various aspects of their work should be continuously supplied to them, to augment the benefits derived from the refresher courses. (Para 46)

40. Short courses on specialised aspects of field work may also be held to which Gram Sevak desiring to improve their knowledge should be admitted. This would facilitate their promotion to Block Level Extension Officers' posts. (Para 46)

41. If it is not possible to introduce integrated course of 18 months at all the training centres and the trainees have to be shifted from the basic school to an Extension Training Centre situated at a different place it would be advantageous if at the commencement of every course the staff of the two centres meet and discuss clearly what has been done in the basic course and what remains to be done so that the Extension Training Centre can give attention to cover such portions of the syllabus as could not be covered in the basic course. (Para 47)

42. For the methods of instruction suggested, since an Instructor can effectively deal with not more than 25 trainees, for the two basic subjects, namely, Agriculture and Animal Husbandry, each Instructor should be given two Demonstrators for 50 trainees to guide them in the practical field work. For other subjects one Instructor for about 50 trainees would appear to be suitable. (Para 48)

43. In order to enable the training centres to make proper arrangements for practical work n the farm or dairy for the trainees to learn to do the various tasks as also to acquire adequate knowledge and skill in management, it would be advantageous if the Principal of the institution is also made responsible for the running of the farm and the dairy. (Para 49)

44. The adequacy and suitability of the equipment at the various training centres should be kept under constant review. (Para 50)

45. The selection of the Instructors should be made with care on the basis of their record of the performance of the proposed officer in the field and after ascertaining whether he is likely to be a suitable instructor. Whereas there is no objection to giving a preference to agricultural man to be the Principal of Extension Training Centre, it is felt that a good Block Development Officer may also make a good Principal provided he is interested in training work and can inspire confidence in youngmen. (Para 51)

46. In the States where they are not able to find suitable Instructors from their own cadre efforts should be made to obtain them on deputation or transfer from other States. (Para 52

47. There should be a regular system of interchange of Instructors with field staff by fixation of definite tenures of, say, three years for the Instructors. (Para 53)

48. In order to secure free interchange between the Instructors and the field staff the pay scales of the Instructors should be the same as those of the corresponding grades in the field. During the period of tenure at the training centre the officer should, however, be paid a special teaching allowance. It is also suggested that there should be provision of suitable residential accommodation free of charge, some concession for the education of the children and the provision of medical facilities for the staff and their families. (Para 54)

49. Arrangements should be made for special training to the Instructors in teaching methods before they are posted to the centres. This course may be of about a month's duration. (Para 55)

50. Apart from organising a special refresher course for various categories of teaching staff there would be some advantage in running seminars for Instructors in specified subjects once in a while where the person teaching the same subjects in several institutions and come together to exchange views and experience. (Para 56)

51. Training in lac cultivation may be introduced at such of the institutions in areas where lac cultivation would form a suitable subsidiary occupation to agriculturists. A suitable course for training may be organised for selected Instructors with assistance offered by the Lac Research Institute. (Para 57)

52. Every year at least one-third of the Instructors should be rotated with the field staff. In addition there should be a regular system by which instructional staff would visit the Block and acquaint themselves with the performance of the trainees and thereby make the training more related to the actual field conditions. There should also be a free exchange of ideas between the Instructors and the Block staff. (Para 58)

53. Effective steps should be taken to ensure that the Instructors regularly receive circulars, instructions, etc. issued by their respective departments. They should also be invited to participate in departmental conferences and seminars so that they may keep abreast with the progress of work in the field. (Para 59)

54. It would be of advantage to give the Principal administrative charge of the Block around the training centre in order to make it easy for him to organise systematic field training. (Para 60)

55. The practice followed in Powarkheda Training Centre is recommended for practical village work. (Para 61)

56. The Heads of the Departments should take a greater interest in the running of these Training Centres. These officers as also their regional representatives should regularly visit and inspect the training centres from technical point of view. This would be in addition to the administrative inspection carried out by or on behalf of the Development Commissioner. Para 62)

57. Though some suggestions have been made for improving on the practice and method followed in the various training centres it should not be understood that the training centre have been a failure. The shortcomings have mostly arisen from some vagueness in regard to the objectives of the training programme or in other words the nature of the functions for which the Gram Sevak is being trained. There has also been a shortage of Instructors in certain fields. The compromise in quality had to be resorted to in initial stages in order to keep pace with the programme of opening new Blocks. Despite these handicaps by and large the Gram Sevaks have acquitted themselves well. (Para 63)

CHAPTER III

The Gram Sevika

58. The main task of the Gram Sevika may be described in broad terms as helping village woman to become good house keepers, good mothers and good citizens imbued with the desire for improvement in their living conditions and for the community's welfare. The provision of two Gram Sevikas per Block is considered too meagre particularly under the present social conditions in rural areas. With the existing staffing pattern we should largely be satisfied if these two women workers confine themselves mainly to the villages in which they are stationed. (Para 64)

59. In most cases the minimum qualifications prescribed for Gram Sevikas is Matriculation or its equivalent but in most of the States these educational qualifications have been relaxed. A positive effort in the form of educative propaganda through women's organisations and otherwise is indicated to interest girls and their parents, in the field of useful work which service as Gram Sevika offers. (Para 65)

60. There should be no objection to recruit middle pass women as Gram Sevikas. This would further necessitate modification of the syllabus to suit women with lower educational qualifications. (Para 66)

61. With the reduced educational qualifications effort should be made to recruit mature women between 25 to 35 years of age. (Para 67)

62. It has not been found practicable always to insist upon the condition that a candidate should have lived in a village to qualify for selection. It is doubtful whether the trainees coming from urban areas would really stay on in the job for any appreciable time. (Para 68)

63. There should be a medical examination of the candidates to ensure that they are reasonably physically fit for work in rural areas and particularly to make sure that they are not suffering from any communicable disease. (Para 69)

64. A systematic recruitment drive with the assistance of women social workers and women's organisations would be of considerable assistance in attracting suitable women workers. Wives of Gram Sevaks may also be persuaded to undergo this training. Efforts in such cases may be made to post them after training to the same place to which their husbands are posted. (Para 70)

65. The method of selection through interview by a committee consisting of Development Commissioner, a representative of Social Welfare Organisation and the Chief Instructress is considered quite adequate. It is, however, suggested that a camp of about a week's duration should be held in some village in a block where the applicants can be given an opportunity to participate in selected programmes of work. This would enable the candidates to appreciate the nature of their work and also give an opportunity to the Selection Committee to watch the suitability of the candidates. (Para 71)

66. In view of the shortage of trainees the system introduced for weeding out unsuitable trainees could not be given effect to seriously. The only cases of weeding out have been where candidates suffered from some disease or in case of married women due to pregnancy. (Para 72)

67. The earlier suggestions for provision of suitable residential accommodation and stationing of women workers only in a place where they have companionship of other women workers is reiterated. (Para 73.)

68. While the syllabus in outline may be considered to be suitable the detailed treatment of the subjects seems often to be beyond the capacity of the trainees to absorb and also beyond the needs of their work in the field. The aim should be to educate Gram Sevikas to be good housewives with reasonable interest in community life. Towards this end the emphasis in the training course should be to give them a sound idea of personal hygiene and sanitation, child care, kitchen gardening, poultry keeping, looking after cattle, nutrition and preparation of simple clothing for villagers. Adequate facilities for practical work should be made available at the training institutions for giving effective instruction in these subjects. (Para 74)

69. The practical field work should be related to the theoretical instruction at the centre as indicated in the previous paragraph. (Para 75)

70. There has been no occasion so far for arranging any refresher training. It is, however, suggested that the staff of the training institutions should visit the trainees in the field at reasonable intervals particularly for the first batch of trainees. (Para 76)

71. The pay scales for Instructress specially in States which experience difficulties in getting suitable qualified persons need to be liberalised. (Para 77)

72. It seems necessary to organise refresher courses in a rural setting to make good the deficiency in the earlier training imparted to the Instructresses. (Para 79)

73. A systematic procedure for the inspection of the training centres is indicated. (Para 81)

74. In view of the proposed integration of the work of the Gram Sevikas with the work of the Social Welfare Board the contents of the syllabus should be carefully reviewed and only such of the items included therein as can be taught effectively to candidates with a rather low standard of education and the teaching of the subject should be mainly by making the trainees do the various jobs rather than by classroom lectures. (Para 82)

CHAPTER IV

SOCIAL EDUCATION ORGANISERS

75. In order to make the training of S.E.Os. purposive, some definition needs to be attempted to give a reasonably comprehensive idea of what is involved in the process of social education. (Para 83)

76. The objectives of social education, for our purpose, are adequately explained in the short chapter in "A Guide to Community Development". (Para 84)

77. As an extension worker, considered specialist in the methods and techniques of affecting the minds of the people, the S.E.Os. should not only have a very clear conception of the philosophy of community development but an equally clear conception of the role which village organisations have to play in effecting and sustaining the improvement brought about. (Para 85)

78. Social Education as a process would be well established if the recommendations of the Sixth Development Commissioners' Conference regarding the programme are effectively implemented. (Para 86)

79. There is a need for a clear demarcation of functions to be entrusted to the men and women S.E.Os. (Para 87)

80. There should be a clear recognition of the close interrelation between social education and education both in their functional aspect as well as in their organisational arrangement. (Para 88)

81. The standards recommended by the Government of India for the recruitment of S.E.Os. are not unduly high and should be maintained. (Para 89)

82. There is no uniform policy followed by States regarding the age limits. (Para 90)

83. Most of the States have adopted the suggestions of the C.P.A. regarding the procedure for selection of candidates. (Para 91)

84. Good village level workers, should be promoted as social education organisers. (Para 92)

85. The S.E.Os. after selection should be given preliminary field experience for a period of about 2 months before being sent to the S.E.O.T.Cs. (Para 93)

86. There is no set procedure in the training centres for the weeding out of candidates found unsuitable during training. (Para 94)

87. The recruitment of persons as women S.E.Os. above the age of 35 is not desirable. (Para 95)

88. The Gram Sevaks promoted as S.E.Os. with inadequate knowledge of English should be trained in the institutions in or near the States to which they belong. (Para 96)

89. There is a need to make the emoluments of S.E.Os. more attractive as also to improve the selection procedure to test effectively the aptitude of the candidates. (Para 97)

90. In addition to the active assistance of women's organisations for the recruitment of women S.E.Os. steps should be taken to provide recognised facilities regarding residence companion etc., to attract more women for work in the villages. (Para 98)

91. There should be a measure of uniformity in regard to the allowances to be paid during the training period and that the payments should be regular and prompt. (Para 99)

92. The syllabus followed for training has been indicated. (Para 100)

93. There has to be a considerable reorganisation of the training centres either to separate the training of the women from the training of the men or, alternatively to provide for a clear bifurcation in the training programme so far as practical work is concerned between the men and the women. Re-drafting of the objectives and the programmes will be necessary with the integration between social education work and social welfare work among women. (Para 101)

94. The present syllabus is considered broadly suitable. There is, however, a need to improve the methods followed in the training institutions for imparting instruction. There should be adequate facilities available for the trainees to learn by doing. (Para 102)

95. Regarding the training in field work, every centre should hold a camp for a week or two at the beginning of the course. Periodical visits to the villages should be paid during the course at the end of which there should be a further camp of a week or two. (Para 103)

96. As a part of practical field work, the training centres should organise at least one training camp for village leaders and another for adult literacy teachers during each course. (Para 104)

97. The centres should consider whether some time can be found for more systematic and more continuous work in the vill .ges by reducing the time spent on purely domestic chores. (Para 105)

98. The organisation of cultural programmes at the training centres needs great improvement. (Para 106)

99. While recognising the force in the suggestion for extension of the period of training in view of the practical difficulties, the period of training should continue to be 5 months as at present. It would be possible to secure a higher standard of competence in the S.E.Os. if the suggestion made earlier regarding the syllabus and the method of instruction are given effect to. (Para 107)

100. It is not necessary to increase the present period of 3 months supplementary training being given at Ranchi for S.E.Os. working in tribal areas. (Para 108)

101. Additional women staff should be provided to give attention to the specialised training in programme activities to the women candidates at the training centres which should continue to run as mixed institutions. (Para 109)

102. A regular seminar of not more than a week's duration once a year should be conducted for S.E.Os. at the training centres and short visits by village leaders to the training centres for a couple of days or so should be arranged. (Para 110)

103. The agencies at prsent responsible for running the 9 training centres for the S.E.Os. have been indicated in this para. (Para 111)

104. With the addition of 5 more centres proposed to be started by the Ministry of Community Development the training capacity would be quite adequate to meet the requirements of the programme up-to-the end of the third year of the Plan when the position would need to be reviewed. (Para 112)

105. The equipment and the teaching aids in the training centres need to be improved. (Para 113).

106. In order to improve upon the quality of instructors at the various training centres particularly those run by the private institutions, it is necessary to give them benefits of permanent service with other benefits like a regular scale of salary, leave and retirement privileges. Some arrangements need to be made by which field personnel could be seconded to these institutions for specified periods to work as instructors. (Para 114)

107. There is a need to provide for more systematic field training of the instructors before they are entrusted with instructional work. This can be secured in 3 or 4 months of regular attachment to a selected S. E.O. (Para 115)

108. There should be a regular deputation to the field of instructors in turn for a period of at least 3 months or so. (Para 116)

109. Early action to prepare text books on various subjects would go a long way to meet a rather serious deficiency in the training programme. (Para 117)

110. Early action should be taken to locate a development block around each of the training centres. (Para 118)

111. Even in the absence of elaborate forms for recording the progress of the trainees, it should be possible for the instructors to evaluate at the end of the course the capacities and the achievements of each trainee. (Para 119)

112. There should be common question papers in the various training centres for the end of the course assessment which should be used only to supplement the systematic and continued assessment through out by the staff of the institution. (Para 120)

113. Visits by the staff of the training centres to the development blocks should be more frequent and systematic. (Para 121)

114. The possibility of having a more regular and formal system of inspection of the various training centres needs to be considered. (Para 122)

CHAPTER V

Block Level Subject-Matter Specialists

115. The various Subject-Matter Specialists who had obtained their professional education in the existing institutions and have had experience in their respective fields need to be given orientation to the new methods of work, emphasising the coordinated approach to the problems of rural development and the techniques of extension work. (Para 123)

116. The present practice of giving training to the persons already possessing professional qualifications in say Agriculture and Animal Husbandry, further instructions in these very subjects by the staff of the Extension Training Centres who are not adequately qualified for the purpose, is not a very satisfactory arrangement. (Para 124)

117. The Subject-Matter Specialists at the Block level have not been sufficiently orientated towards extension methods and techniques in order to have they fully appreciate the basic intention underlying the form of organisation which has been set up for Community Development. (Para 125)

118. The various extension officers along with the Block Development Officer should be given orientation training in a common institution as a team. (Para 125)

119. Where Subject-Matter training has to be given either of a basic nature as in the case of Social Education Organisers and Extension Officers (Cooperation) or further instruction in their own specialised fields in say Agriculture or Animal Husbandry Special Seminars or Special Training Courses should be arranged by their parent departments of those officers. (Para 125)

120. Special Extension Officers at the State level should be associated with the Research Departments of the professional institutions dealing with Agriculture, Animal Husbandry etc., to ensure a two way traffic of carrying the researches to the field and the field problems to the Institution. (Para 126)

CHAPTER VI

Orientation of Health Personnel

121. The training for the teams of Health Workers in C.D. Blocks was intended to orientate them to rural health conditions and health problems with special emphasis on the preventive side and to give them sound training in extension techniques. (Para 127)

122. The minor modifications suggested by the Poonamallee Training Centre should be ncorporated in the syllabus followed at the other centres also. (Para 128)

123. The suggestion of Poonamallee Centre to increase the period of training to 3 months may be considered. (Para 129)

124. Efforts should be made by the State Governments to post the trained Medical Officers back to the Primary Health Centres in Rural areas and not to the urban dispensaries. (Para 130)

125. Such States as have not taken advantage of the training so far should be persuaded to avail of the facilities available in these institutions. (Para 130)

126. Arrangements for the training of personnel who do not know English should preferably be made in their own States in their own languages. (Para 131)

127. The difficulty in securing instructional staff could be met to an extent by appointing suitable retired personnel on contract for a period of about 3 years. (Para 132)

128. A development Block should be located around every training centre to provide facilities for field work. (Para 133)

129. The progress made by the individual trainees during their stay in the training centres should be evaluated and this should be communicated to the State Governments by the officer in charge. (Para 134)

130. The number of courses in a year should be reduced to 4 to provide for a wider gap between the Courses during which period not only the officer-in-charge, but the other instructional staff of the training centre also should visit development blocks to acquaint themselves with field conditions and field problems. (Para 134)

CHAPTER VII

Block Development Officers

131. The Block Development Officer is intended to function not as a superior officer of the other block personnel, but to function as the "Captain" of the team of officers stationed at the Block level to ensure that a properly planned programme of work giving adequate attention to the various aspects of development is undertaken. (Para 135)

132. In order to emphasise the extension approach of the Community Development work the Block Development Officer is to be dissociated from the regular aspects of administration at the Block level which is the point of contact with the people. (Para 136)

133. Although practically all the States accepted the arrangement of having for the two functions namely the development work and the work relating to the revenue and law and order separate functionaries at the Block level and the same functionary at higher levels, it cannot be said that every one of the States has given effect to it in the spirit in which it was intended to be put into operation. (Para 137)

134. In order to give the officers appointed as B.D.Os. orientation in the work to be done by them the existing 3 training centres run by the Ministry of Community Development should be able to meet the requirements up to the end of Second Plan period along with a fourth Centre proposed to be opened by the Ministry and through expanding the capacity at each of the existing Centres from 30 to 45 trainees per Course. (Para 138)

135. The Block Development Officers are to be recruited from the existing personnel of the State Civil Services and also by promotion from the various project personnel. (Para 139)

136. The Selection Committees have been constituted in several States for selection of persons already in Government Service. In the case of direct recruitment these selections are made through the State Public Service Commission. (Para 140)

137. Before the Block Development Officers are sent to the Training Centres they should be given some orientation training at the Extension Training Centres as also under-study selected Block Development Officers in the field. (Para 141)

138. "The job orientated approach" to the training being given at the moment is not considered suitable for administrative officers entrusted primarily with the duty of planning programmes, securing the coordinated execution of the programmes and the subsequent evaluation of the performance. (Para 142)

139. To this end, the present syllabus needs to be re-written. (Para 142)

140. The training of the block development officers should be arranged along with that of extension officers to emphasize the importance of team work. Where a number of Training Centres are located at the same place the various personnel receiving training should be associated in their practical work with the B.D.Os. (Para 142)

141. The present period of training of 8 weeks should be extended to 3 months. (Para 143)

142. Adequate facilities should be provided at the Training Centres to give opportunity to the trainees to work continuously throughout the training period in the blocks around the Centres. (Para 144)

143. In addition to the permanent staff of the Training Centres, outside lecturers are being invited and the assistance anticipated from the staff of other Training Centres located in the place does not appear to have been forthcoming to the extent desired. (Para 145)

144. Arrangements should be made for the training of instructors as also for a systematic interchange between field and instructional staff. (Para 146)

145. The result of the assessment of the performance of the trainees is being communicated by the training centres to the State Governments concerned. (Para 147)

146. The staff of the training centres visit the development blocks during the intervals between training courses. (Para 148)

CHAPTER VIII

General

147. This chapter deals with general questions which have a bearing on making the training programme more effective. (Para 149)

148. There should be an unified direction of the various centres located in the same place. (Para 150)

149. Arrangements should be made by which the personnel of a new block could be kept together for about a week or so in an old block and given an orientation into the team work and a clear realisation of the role which each has to play in the work. (Para 151)

150. The overall direction of all the training programme for the Project personnel should be entursted to a Committee consisting of the officers of the various Ministries at present responsible for the guidance of the training institutions, under the chairmanship, of a senior officer of the Ministry of Community Development. (Para 152)

151. To facilitate the work of the central directing committee, regional officers should be appointed for providing a channel of communication between the central committee and the training centres as also to render assistance in improving training programmes. (Para 153)

152. Care should be taken in Selecting Special Officers on the establishment of theDevelopment Commissioner charged with the responsibility for supervision and guidance of the training centres and an effort made to give these officers a proper orientation to their own work. (Para 154)

153. In order to establish an effective contact between the training centres and the field staff, regular arrangements should be made by which at stated intervals the block level staff and the training staff could meet in small seminars. (Para 155)

154. To keep the knowledge of the field extension workers up-to-date, in their specialities, there should be a regular system of putting out pamphlets and reports communicating the results of the researches to them. (Para 156)

155. Institutional training arrngements should be made for the training of instructional staff extending over a period of a month or six weeks. (Para 157)

156. A high priority should be given to the preparation of text-books and other teaching materials. (Para 158)

157. The heads of the development departments should take greater interest in the training institutions located in their States. (Para 159)

158. There should be a measure of uniformity at least in regard to the amenities to be provided for the instructors in different Centres and in different States. (Para 160)

159. To enable free interchange between the instructional and field staff, it is essential to provide not a separate scale of pay, but a special teaching allowance attached to the posts of instructors. (Para 160)

160. The implementation of the recommendations in this report which involves considerable further work should be entrusted to a special officer or a group of officers. (Para 161)

161. The various Training Institutions despite the handicaps with which they started, have been able to do much and the persons who have been responsible for organising and running these institutions so far deserve much credit for what has been achieved, often at considerable personal inconvenience. (Para 162)

162. The Committee has placed on record its appreciation for the work done by Prof. A.D. Bohra, its Member-Secretary, Shri B.L. Garg and Shri Vishwamithra of the Ministry of Community Development and Shri Muthsuddi Lal, Personal Assistant to the Principal of the I.A.S. Training School. (Para 163)

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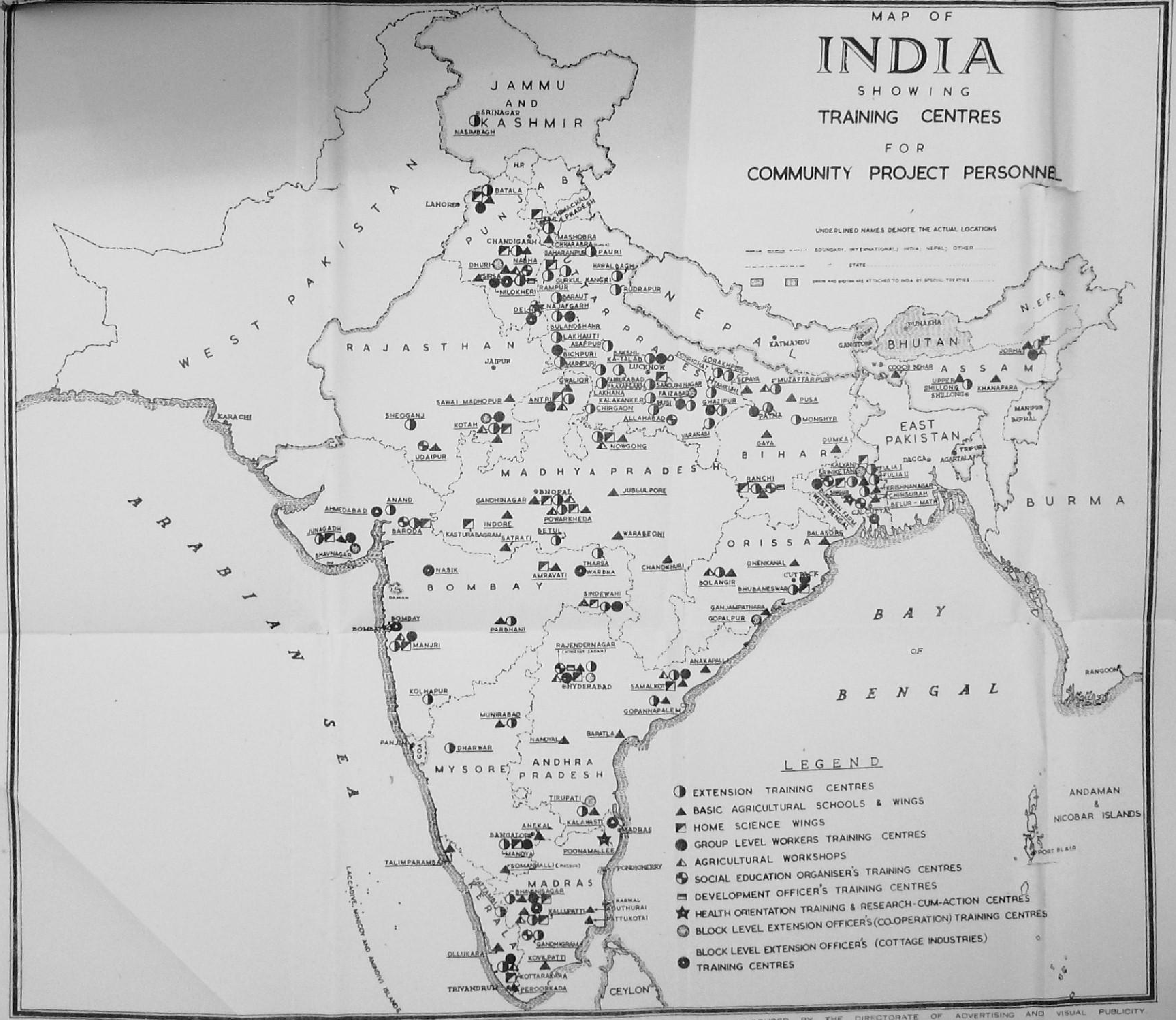

This map has been designed to show the locations of Community Project Training Centres and is not meant to indicate anything else.

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